DOCUMENT RESUME

ED 212 185 HE 014 548

TITLE	Anticipating the 1980s: Report and Recommendations to the General Assembly on Higher Education in Connecticut.
INSTITUTION	Connecticut State Board of Higher Education, Hartford.
PUB DATE	1 Sep 79
NOTE	212p.
AVAILABLE FROM	State of Connecticut, Board of Higher Education, P.O. Box 1320, Hartford, CT 06101.
EDRS PRICE	MF01/PC09 Plus Postage.
DESCRIPTORS	*Access to Education; Budgeting; Educational Facilities Planning; Educational Finance; Educational Legislation; *Educational Policy; Enrollment Trends; Equal Education; *Higher Education; Minority Groups; Position Papers; Program Development; School Organization; *State Boards of Education; *State Colleges; *Statewide Planning; Student Financial Aid; Two Year Colleges
IDENTIFIERS	*Connecticut

ABSTRACT

Recommendations of the Connecticut Board of Higher Education regarding changes in the organization and structure of the public higher education system are reviewed, and recent policy initiatives of the board concerning student access, program planning, and capital investment and financing are described. Additionally, the background for the board's recommendations and initiatives are examined. Recommendations for legislative action and its own policy initiatives are based on changing demands related to enrollment, equity, and economics. Among the responses to expected enrollment changes, the board adopted new policy directions in the initiation of an enrollment planning process, and capital budget priorities that minimize new construction. In an effort to support both access and equity, the board, among other actions, has endorsed a program to reduce attrition and increase access for minority students, and recommends legislation to consolidate student financial assistance programs and broaden eligibility for state scholarships. Changes are proposed in the areas of program planning, facilities planning, and budgeting and financial management. The board recommends the establishment of an integrated system of public higher education with the number of boards reduced from six to three: one each for the two-year institutions and the four-year institutions, with the Board of Higher Education continuing as a statewide policy-making and coordinating agency. Proposals requiring legislative action and the recommended timetable, along with key reference documents, including the text of the board's resolutions, are included. (SW)

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ANTICIPATING THE 1980s:

Report and Recommendations to the General Assembly on Higher Education in Connecticut

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Board of Higher Education 1979

STATE OF CONNECTICUT

BOARD OF HIGHER EDUCATION

P.O. Box 1320 - Hartford, Connecticut 06101

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TO: Members, Connecticut General Assembly

DATE: September 1, 1979

We are pleased to transmit on behalf of the Board of Higher Education and in accordance with Public Act 77-573, "a proposal for the organization and responsibilities of the higher education structure including...recommendations to be acted upon by the General Assembly." We look forward to discussing our recommendations with concerned members of the legislature.

Pressure for change in the higher education system has existed in Connecticut for several years. In 1976, a bill which would have created a Board of Regents passed the House of Representatives but was defeated in the Senate. In 1977, the Legislative Program Review and Investigations Committee studied higher education "restructuring." The Committee did not reach agreement on structural changes for the system and, instead, proposed that the Commission for Higher Education be replaced by a new Board of Higher Education with increased responsibilities and a mandate to develop an organization plan. That recommendation was subsequently enacted.

The Board of Higher Education was given a singularly difficult assignment by the General Assembly in being asked to develop a reorganization plan which has a profound impact upon the very individuals and institutions it must work with cooperatively regardless of the outcome of the recommendations.

The Board has spent the past year gathering data and developing recommendations. The operation and future needs of higher education were discussed with legislators, citizens, the business community and educators. In June and July of this year Board members met in several workshop sessions to discuss these recommendations and took final action at meetings held in July and August. While individual Board members disagreed on some of the issues, the recommendations and policies reflected in the report have majority support. We are confident that we have fulfilled our mandate candidly and in good faith.

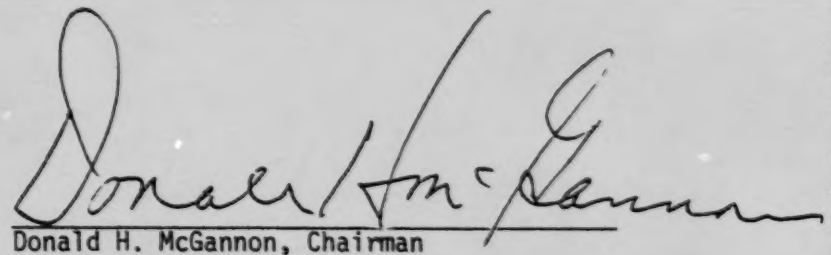
The Board of Higher Education has made a number of detailed proposals relating to the structure and objectives of the public higher education system in Connecticut. As the report indicates, the Board has also adopted a series of policy initiatives and directions related to key non-structural issues facing the system. Most of these initiatives are within the Board's current statutory authority, but certain ones will require legislative action to become effective. These are outlined in the concluding section of the report.

This report is not all-inclusive. There are a number of vital issues which are not addressed that merit extensive attention in the months and years ahead. For example, the individual institutions and units which must have the capability of responding to the changes highlighted in this document have a large majority of faculty on tenure. The issue of faculty development in order to meet new and evolving program needs is very important as well as sensitive. The Board of Higher Education must work cooperatively with faculty representatives and the constituent units to generate responsive policies that will not only meet the needs of a changing student population but also treat faculty concerns about job security with understanding and equity. Greater efforts must be made to coordinate and strengthen resources in the important area of library and information services. The great potential in the use of technology must be explored more systematically and a concerted statewide effort should be made to capitalize more effectively on the technological resources already available.

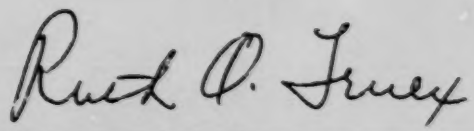
This document was not developed through the consensual process used in the Master Plan. Although the Board and its staff conferred on numerous occasions with concerned constituencies, there is a wide range of opinion within the education community about the nature of the problems facing higher education and the most appropriate course of action. This disagreement is healthy and desirable. We have considered many complex issues which do not lend themselves to simple solutions. The governance and financing of higher education are basic public policy issues which should be debated and ultimately resolved by elected officials within the public decision-making process.

We welcome constructive debate on the merits of these recommendations. Higher education's vital role in Connecticut has been invisible for too long. Such debate can increase public awareness of the importance of higher education to the state, its citizens, and its economy, and generate greater support for an enterprise that is essential to our collective well-being.

Higher education, as the report states, faces serious problems in the 1980s: population changes, rising energy costs, growing public skepticism, tightening fiscal constraints. We are confident, however, that the vitality and quality of Connecticut's colleges and universities, both public and independent, can be maintained and improved if the problems are confronted openly and cooperatively. The Board of Higher Education pledges to work closely with educators and elected officials in efforts to promote better understanding and coordination within Connecticut higher education in the challenging decade that lies ahead.



Donald H. McGannon, Chairman
Board of Higher Education



Ruth O. Truex, Vice-Chairman
Board of Higher Education

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BOARD OF HIGHER EDUCATION
ANTICIPATING THE 1980s: Report and
Recommendations to the General Assembly on
Higher Education in Connecticut

SUMMARY

The Board of Higher Education's report to the General Assembly entitled "Anticipating the 1980s" has two purposes:

- it reviews the Board's recommendations for substantial changes in the organization and structure of the public higher education system (Section 3), and
- it describes recent policy initiatives of the Board concerning student access, program planning, capital investment and financing (Sections 4,5,6 and 7).

The recommendations on system organization were mandated by the legislation that created the Board of Higher Education; the policy issues--some of which require legislative action--need attention with or without organizational changes. The background for the Board's recommendations and initiatives and the reasons for a sense of urgency in their implementation are highlighted in Sections 1 and 2 and discussed in more detail in the later sections. The proposals requiring legislative action and the recommended timetable are listed in Section 8. The appendices (Section 9) contain additional data and key reference documents including the text of the Board's resolutions.

Section 1. Anticipating the 1980s. Connecticut has been moving toward a more coordinated system of public higher education for a decade and a half. Periodic studies have resulted in gradual changes in the organization and governance of the public institutions and recommendations for improvements in their operations and support. During this period, the institutions have increased in number, size, and complexity. Changes in the national and local climate for higher education, however, find Connecticut's public colleges and University in a time of transition and uncertainty.

Consistent with the statutory goals for the state system of higher education, the Board's priorities are to support access and equity, to improve program quality, and to make more effective use of current and future resources. The substantial changes proposed by the Board of Higher Education in the organization of the higher education system and the policies under which it functions are based on the conviction that major change is essential if the system is to meet those goals and, indeed, to survive the 1980s without very serious problems.

Section 2. The Case for Change. The Board's recommendations for legislative action and its own policy initiatives are based on changing demands related to enrollment, equity, and economics.

Enrollment. The single most serious challenge facing both public and independent Connecticut postsecondary institutions in the 1980s and 1990s is an impending sharp decline in the number of high school graduates and the effect of that decline on higher education enrollments. In addition to a low birthrate, Connecticut has a declining rate of graduates going on to college and continues to lose a large number of students to institutions in other states. Increased numbers of nontraditional students--women, minorities, students attending part-time and through business-linked programs--will partially but not fully offset this decline. The resulting competition among institutions for students can waste resources, deplete educational quality and shortchange students.

In response to expected enrollment changes, the Board of Higher Education has adopted new policy directions in the initiation of an enrollment planning process (Section 4), better coordination of off-campus programs (Section 5), and capital budget priorities that minimize new construction (Section 6) as well as recommending a less-fragmented governance structure for the two-year and four-year institutions and a strengthened coordinating role for the Board.

Equity. In reviewing higher education opportunities in Connecticut, the Board has identified a number of equity issues including the low enrollment of black and Hispanic students, particularly at four-year institutions, lack of access for transfer students to specialized programs, fragmentation of state financial aid to students, and differential pricing for part-time and evening students at public colleges. In an effort to support both access and equity, the Board has endorsed a statewide program to reduce attrition and increase access for minority students (Section 4), is recommending legislation to consolidate student financial assistance programs and broaden eligibility for state scholarships (Section 4), and has adopted policies on equalizing charges for all degree-credit students (Section 7). In addition, the five comprehensive two-year centers recommended as part of the two-year system would make a more extensive range of programs and services accessible to traditional and nontraditional students (Section 3).

Economics. Connecticut's higher education system faces a decade of limited resources in which inflation--particularly energy costs--will compound the effects of low economic growth and conservative state fiscal policies. The high proportion of college and university resources devoted to salaries and wages limits institutional flexibility to shift resources in response to expenditure pressures in other areas. Higher education is space-intensive as well as labor-intensive, with public institutions accounting for 35 percent of all state owned and leased space. Institutional budgets are thus particularly vulnerable to escalating utility costs.

In anticipation of the difficult allocation decisions facing higher education institutions in the years ahead, the Board has proposed changes in the areas of program planning (Section 5), facilities planning (Section 6), and budgeting and financial management (Section 7), including increased flexibility for institutions in the use of appropriated funds. In addition, the Board has recommended organizational changes that can result in a more responsive and cost-effective system.

Section 3. A Proposal for Organization. The governance question--the number, types and responsibilities of boards and the number and alignment of institutions--is undoubtedly the most controversial issue addressed in this report. In response to shortcomings in the present system and the factors reviewed in Section 2, the Board of Higher Education recommends the establishment of an integrated system of public higher education with the number of boards reduced from six to three: one each for the two-year institutions and the four-year institutions, and the Board of Higher Education continuing as a statewide policy-making and coordinating agency. Specifically the Board recommends

- Establishment of a comprehensive two-year college system including the regional community colleges, the state technical colleges and the two-year programs now offered at the University branches; appointment of an 18-member governing board (including members from the existing boards) by July 1, 1980; transfer of the University branch facilities in Hartford, Torrington and Waterbury to the jurisdiction of the two-year college board on July 1, 1981. (pp. 18-26)

- Establishment of a system of senior institutions consisting of the University of Connecticut and the four state colleges, with the chancellor of the system also serving as president of the University; appointment of an 18-member governing board (including members from the existing boards) by July 1, 1980; transfer of jurisdiction of the Hartford, Torrington and Waterbury branch facilities to the comprehensive two-year college board on July 1, 1981; study of the validity of the possible integration of Eastern Connecticut State College and the University of Connecticut at Storrs. (pp. 27-33)

- Assumption of the external degree programs and functions of the Board for State Academic Awards by the Board of Higher Education; appointment of a Council on Academic Awards to advise on nontraditional educational opportunities. (pp. 33-34)

- Continuation of the Board of Higher Education under a reconstituted 21-member board, including 16 public members; the addition of certain fiscal responsibilities and authority required under other recommendations. (pp. 34-36)

It is recommended that the two new comprehensive governing boards be given mandated objectives, including reviewing institutional administration and the consolidation of facilities, with a timetable for developing an implementation plan for the new system. The initial composition of both boards is to include representation from the existing boards, and a member of the Board for State Academic Awards would be appointed to the Board of Higher Education.

Section 4. Equity and Access. To provide equity for Connecticut's citizens seeking higher education requires more than non-discrimination. Educational opportunities must be affordable, diversified, of good quality, available within a reasonable distance, and supported by adequate counseling services and remediation. Related access issues include enrollment planning to maintain diversity and avoid destructive competition, efforts to reduce high attrition in technical programs and among nontraditional students, improved transfer opportunities, better coordinated student financial assistance, and improvements in program quality. The Board has adopted policies and recommendations in three major areas:

- Enrollment Planning: Enrollment parameters to be established by the Board of Higher Education, in cooperation with the governing boards, on an institution-by-institution basis, based on the role and mission of each institution, current projections, and available resources; exploration of ways to encourage independent college participation in enrollment planning; development of a program to guarantee transfer from a two-year to a four-year program; and an evaluation of the feasibility of a unified applications process for public institutions. (pp. 52-55)

- Minority Enrollment: A comprehensive program to be implemented no later than July 1, 1981, to increase access to institutions of higher education for minority students, improve their preparation for college, reduce attrition through attention to such factors as language barriers and encourage recruitment and transfer for minority students. (pp. 56-63)

- Student Financial Assistance: Consolidation of seven student financial aid programs into a comprehensive program with two major components 1) a centrally administered Scholastic Achievement Grant Program with grants based on achievement and financial need and 2) a campus-administered State Supplemental Grant Program with both programs open to students at any point in their education; the abolition of the Student Financial Assistance Commission as the policy agency for student financial assistance; the development of allocation formulas which will ensure equitable distribution of financial aid funds to private as well as public institutions. (pp. 63-71)

Section 5. Program Planning. The primary purposes of higher education should not be forgotten in an effort to adjust to an era of limits and the needs of a changing student population. These include providing opportunities for intellectual growth, preparation for productive employment, and education congruent with the needs of society.

Substantial recent expansion in the number of degree programs and specializations raises concerns about duplication of effort and the prudent use of resources. Similarly, the rapid increase in courses and programs offered at off-campus locations brings into question the adequacy of resources, support services and quality controls.

Nevertheless, higher education is expected to respond quickly to new demands for educated manpower and short-term training requirements. In the interest of ensuring expanded access for students and service to business and industry without impairing quality or wasting resources, the Board has adopted policies on the relationship of programs to manpower needs, and the coordination of off-campus programs. In addition, the Board strongly supports cooperation and contracting between public and independent institutions to improve service and reduce duplication of programs and facilities. The Board's policies include

- Relationship of Programs to Manpower Needs: Encouragement of new program development to meet emerging manpower demands while providing for the elimination of programs which are no longer needed; the Board, in cooperation with the institutions, to refine and disseminate criteria which differentiate noncredit programs from degree credit programs. (pp. 76-77)

- Coordination of Off-Campus Offerings: Off-campus offerings to be encouraged and coordinated by the Board of Higher Education in conjunction with regional organizations composed of representatives of public and private institutions. (pp. 77-78)

- Cooperative Grants for Postsecondary Education: Program providing grants for cooperative activities between public and independent colleges to be strengthened; funding to be used as seed money to meet emerging needs; Board of Higher Education to initiate as well to review funding proposals. (pp. 79-81)

Section 6. Facilities Planning and Conservation. The backlog of authorized but unfunded capital construction projects for higher education totals more than $140 million. Over $250 million in additional authorizations has been requested by the constituent units for the next five-year period. The Board is convinced that capital investment for higher education must be undertaken in a coordinated fashion within the context of statewide priorities. Present institutional facilities represent a major state asset that should not be dissipated by neglect, and regular investments in the conservation, renovation and reequipment of existing buildings must be an increasingly important part of the state's capital program.

Section 7. Fiscal Planning. The resources available for higher education in the next decade will depend on the strength of the economy, the rate of inflation, and public attitudes toward taxing and spending. Indications are that the revenue base will be relatively static with increased competition between state and local government and among state programs for limited tax resources.

The Board has developed an intensive budget review process leading to a consolidated operating budget request for the public higher education units. Efforts are under way to improve the uniformity of budget data and to develop better measures of accountability. In reviewing present higher education funding policies, the Board identified three key issues requiring prompt action: extension funding, fiscal flexibility, and tuition and fee policy. Increased fiscal flexibility, in particular, is essential to maintaining institutional vitality in a period of limited financial resources. Specifically, the Board has adopted the following policies and proposals:

- Extension Funding: General Fund support for all matriculated students enrolled in credit-bearing courses during the regular term; nonmatriculated students and students in noncredit courses to continue to be financed through the Extension Fund with certain exceptions; summer session to continue to be financed through the Extension Fund until legislation is adopted for General Fund financing; extension fees to be structured to cover direct and indirect costs of extension programs; implementation of guidelines to be contingent upon receipt of General Fund support. (pp. 98-102)

- Fiscal Flexibility: Continuing efforts to reduce central agency controls in purchasing, personnel management and other expenditures along with the development of a monitoring system by the Board of Higher Education to ensure accountability; change in statutes to eliminate Board of Higher Education approval of leases and use and occupancy agreements under $1,000. (pp. 102-104)

- Tuition and Fees: Annual review of tuition and fees by the Board of Higher Education; tuition to be established as a percentage of the state subsidy per student; collection and disbursement of tuition receipts to be accounted for in a separate revenue fund for each unit; commensurate increases in student financial aid; use of required student fees limited to financing non-educational student support services. (pp.104-108)

In its structural recommendations, the Board of Higher Education proposes that it exercise a stronger fiscal planning role, especially in the area of budget implementation and administration. The specific proposals on structure recommended by the Board would improve considerably the system's ability to manage its financial resources and to respond to the enrollment and program changes anticipated in the 1980s.

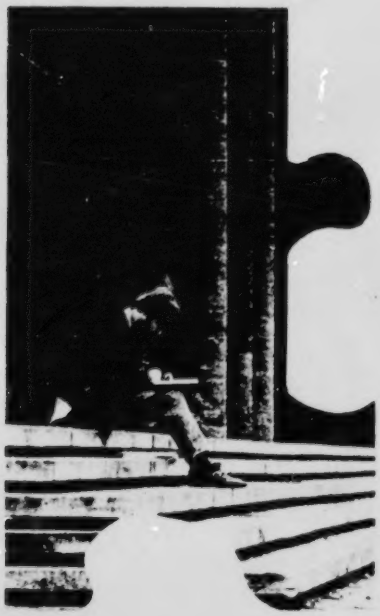
The process by which capital projects for higher education are planned, funded and built needs careful review, particularly for the decade ahead when building conservation and renovation rather than new construction and expansion will have a high priority. More clearly defined responsibilities, timely reviews, better data, and improved technical capacity can save time, reduce construction costs and result in facilities that are more responsive to changing student needs.

To these ends the Board has adopted policies directed toward improving the capital planning process, and developing a consolidated facilities plan based on a statement of capital investment priorities. This statement emphasizes maintaining existing facilities intended for permanent use and improving the quality of existing campuses and programs through substantial renovation, reequipment, and exterior improvements. The renovations would include provisions for energy conservation and access for the handicapped. Other priorities are improving the accessibility of existing campuses, including the use of satellite facilities and structured parking where appropriate; completing certain new facilities now in advanced design stages; and providing facilities for technical college programs in the New Haven area and for community college programs in the southwestern and northeastern parts of the state through contracting with other institutions, additions to existing facilities or new construction as required.

Specifically, the Board's policies include

- Coordinated Capital Planning Process: Assumption by the Board of Higher Education of the responsibility to develop a comprehensive facilities program for public institutions, to assure technical support to institutions in the design and construction process and to provide the Office of Policy and Management and the Department of Administrative Services with data to evaluate capital project requests; capital authorizations to be made to the Board of Higher Education for reallocation to units and/or institutions for areas of common need such as energy conservation. (pp. 84-87)

- Consolidated Facilities Plan: Development of a statewide five-year facilities plan for the Office of Policy and Management, including priorities for allocations, based on the capital investment priority statement; all projects to be reviewed at the time an allocation is proposed in accordance with the Board's procedures and guidelines; new authorization requests to be reviewed annually. (pp. 87-91)



Connecticut has been moving toward a more coordinated system of public higher education for a decade and a half.

In 1965, under Public Act 330, the University of Connecticut, the four state colleges and the three regional community colleges were designated as a state system, and the Commission for Higher Education was created as the statewide coordinating agency. Three unit boards--referred to as constituent units--were appointed with responsibility for governing and operating the institutions comprising their respective units, and each was represented on the 17-member Commission for Higher Education.

The University of Connecticut has been governed by a board of trustees since its origin as the two-year Storrs Agricultural School in 1881. The state colleges, which started as normal schools devoted to teacher training, were originally directed by the State Board of Education. The two-year community colleges which were in existence in 1965, when the Commission for Higher Education was established, were the result of municipal efforts in Norwalk (1961), Manchester 1963) and Winsted (1965). Nine more community colleges were added between 1967 and 1972, bringing the total to 12.

Four state technical colleges were added to the state system of higher education in 1967; but they remained under the aegis of the State Board of Education until 1974. A fifth college opened in New Haven in 1977.

The Board for State Academic Awards--the fifth constituent unit--was organized as part of the system in 1973. This Board, which is not a campus-based unit, was designed to fulfill a function new to Connecticut, the granting of external degrees through examinations and the validation of prior college credits.

Operating concurrently with the public system of higher education in Connecticut are 26 private or independent colleges. The oldest is Yale University whose predecessor, the Collegiate School, was founded in 1701. Five of the independent colleges are two-year colleges offering only the associate degree. Six have as their primary function educating persons for religious life.

Taken collectively the state's public and private institutions of higher education are a major industry and an important asset. They enroll over 150,000 students and account for well over 20,000 jobs. The state owns and maintains more than 10 million square feet of instructional and support space. In fiscal year 1980 the General Fund appropriation for higher education exceeds $180 million.

In 1966, enrollment at the public institutions exceeded the number of students attending the independent colleges in the state for the first time. With the development of the community colleges, the proportion gradually increased to the present 62 percent.

TABLE I

HIGHER EDUCATION ENROLLMENT*

PUBLIC AND INDEPENDENT INSTITUTIONS
1960 - 1978

Year	Public	Percentage	Independent	Percentage	Total
1960	21,603	40%	32,215	60%	53,818
1965	39,274	47%	44,298	53%	83,572
1970	74,819	59%	51,861	41%	126,680
1975	94,601	63%	54,883	37%	149,484
1976	90,629	62%	55,841	38%	146,470
1977	93,764	62%	57,255	38%	151,019
1978	94,640	62%	59,070	38%	153,710

**Higher Education Annual Enrollment Survey*, Connecticut Board of Higher Education, Hartford, 1978, including all students in degree and other programs.

COMMENT AND CHANGE

The 1965 legislation creating the public system of higher education resulted from the criticisms and recommendations of the Study Commission on Higher Education. The Commission pronounced Connecticut economically and geographically "blessed" but narrow and limited in the public educational opportunities offered post-high school youth. The Commission identified as problems the absence of state student aid, restricted admissions due to lack of funding, inadequate physical facilities, the traditional visibility of the state's private institutions, the need for increased quality in University graduate programs, and a budget-making process that "is clumsy, unwieldy and lacks desirable flexibility." It suggested setting up a single statewide system "governed by a Commission for Higher Education having full powers of organization" and separate boards of trustees for each public institution.

Almost ten years later, the first *Master Plan for Higher Education in Connecticut*, prepared by the Commission for Higher Education, acknowledged that the educational community was "under fire for rising costs, irrelevant programs, a lack of accountability and other seeming inefficiencies." The 1974 master plan, two years in the making, set forth 117 recommendations including an expanded educational mission for the state colleges, better procedures for capital planning and construction, regional coordination, improved funding for the community colleges, the identification of obsolete or duplicative programs, better coordination with the high schools, improved transferability, increased minority recruitment, a comprehensive student financial aid program, limited student fee increases, and the discontinuation of "unnecessary pre-audit controls of day-to-day institutional decisions." The first recommendation of the master plan was "that the existing structure for public higher education, consisting of governing boards and a coordinating commission, be retained."

The mandated biennial update of the master plan in 1976 gave brief but serious warnings of a changed climate for higher education. It called attention to a dramatic drop in the birthrate, a decline in the percentage of high school graduates going on to college, higher energy costs, public sector collective bargaining, erosion in public and financial support, and a "questioning of the value of a college degree as an investment that will enhance either income or social status."

In confirmation of this changing climate, the structure and governance of the state system of higher education again became the subject of intense legislative debate in 1976 and 1977. A careful study and report by the staff of the Legislative Program Review and Investigations Committee in April 1977 analyzed five key proposals for the reorganization of the system: the recommendation of the Committee on the Structure of State Government (the Filer Committee) in December 1976, that all public institutions be consolidated under a single governing board; two alternatives with regional components developed by the Legislative Program Review and Investigations Committee staff; a "two tier" system suggested by Acting Chancellor Samuel Gould; and a proposal to decentralize the system under a coordinating council made up entirely of representatives from the constituent unit boards.[1]

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[1]Appendix A contains excerpts from the Legislative Program Review and Investigations Committee report.

When no consensus on a new governance structure seemed forthcoming, either in the legislature or within the higher education community, the legislature struck a middle ground between decentralization and a single governing board by creating a new coordinating board with more authority and a mandate to "prepare and present to the General Assembly a proposal for the organization and responsibilities of the higher education structure." The legislation left in place the five governing boards of the units with responsibility for operating the institutions in their respective units and gave each unit a representative on the new 21-member Board of Higher Education.[2]

The Board of Higher Education, which came into being August 1, 1977, is the beneficiary of a decade and a half of serious comment on the needs and strengths of the higher education system; but it has inherited as well the effects of years of public critique, unrealized expectations, reflexive resistance to change, and prolonged and still rankling debate on issues of institutional survival. Neither the problems of the system nor the proposed solutions are new.

GOVERNANCE AND POLICY ISSUES

The legislative requirement for organizational recommendations, recurrent changes in the number and composition of the governing boards, and the gradual statutory emergence of the state's higher education system from the oversight of the State Board of Education testify to the importance accorded structure or governance in efforts to improve the state's system of higher education. This importance can, of course, be overstated. Widely varied governance arrangements in the other 49 states suggest that no one approach is perfect, and that any structure must be tailored to the needs of a particular state at a particular time. Both centralization and decentralization can create problems which begin a gradual process of change and correction.

Connecticut higher education does not, however, currently suffer from an excess of centralization. As Sections 2 and 3 indicate, the Board of Higher Education governance recommendations are premised on the need to address the present overlap and fragmentation of higher education and to undertake planning and resource allocation in a much more effective and coordinated fashion. The framework for this coordination and the case for changing the present system are the focal points of this report.

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[2]Appendix B includes Section 10-322 through Section 10-329a of the Connecticut General Statutes, in which Public Act 77-573, creating the Board of Higher Education, is codified. The membership of the Board was increased to 22 by Public Act 79-414, which added a representative of proprietary postsecondary institutions.

But the report does not confine itself to the question of governance or organization. With or without a new organizational structure for higher education, the state must address an increasingly urgent agenda of policy issues concerning access, program quality and distribution, capital investment and financing.

Sections 4, 5, 6, and 7 outline key policy directions and initiatives adopted by the Board of Higher Education with regard to these issues. Some of them will require new legislation, some will require additional resources. Collectively they form the backdrop for the Board's recommendations on governance and for its continuing efforts to achieve the stated goals for higher education within the limits of its statutory powers.

GOALS AND PRIORITIES

The existence of statutory goals for the state system of higher education is an asset in the planning process and an important legacy of the 1974 master plan. Public Act 77-573 sets forth a clear statement of public expectations: nondiscrimination "on the basis of age, sex, ethnic background or social, physical or economic condition"; protection of academic freedom; educational opportunities related to "the economic, cultural and educational development of the state"; full use of resources in both public and private institutions; leadership in institutional quality; the application of educational resources to "the problems of society", and program flexibility in responding to "changes in the economy, society, technology and student interests."[3]

These goals reflect the continuing importance of the traditional missions of colleges and universities: teaching, research and service. They reflect as well the recognition of the critical role of higher education in the economy of the state. Without heavy industries and with few natural resources, Connecticut like most New England states must live by its wits, by the training of its workforce, by its attraction to corporate leadership, and by its ability to foster technological development and innovation. The state's colleges and universities contribute to this process on several fronts--by enhancing the quality of life both for individuals and communities; by providing continuing education in administrative and technical skills; by increasing the employability of the state's youth, and by organized research in agriculture, engineering, materials science, medicine and many other fields.

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[3]Public Act 77-573, Section 6(b), codified in Section 10-323e(b), Connecticut General Statutes, reaffirmed what had already been adopted in 1975 (P.A. 75-191).

As the recommendations and policies outlined in this report indicate, the Board of Higher Education has three major priorities: maintaining access and equity; improving program quality, and making effective use of current and future resources. These priorities are interconnected and cannot be pursued in isolation from each other. Access to programs of poor quality does not serve the individual or the state. Maintaining a large number of small institutions may improve access but limit program diversity and increase costs. The Board's recommendations would require that areas of particular institutional strength be identified and reinforced and that program quality and diversity be addressed on a statewide basis.

The 1960s and early 1970s brought dramatic, even revolutionary, changes to higher education. Nationally, enrollments grew fivefold, budgets grew ninefold, and participation in both graduate and undergraduate education reached the highest level in history. A new partnership bloomed between research universities and the federal government. Federal financing opened college doors to hundreds of thousands of veterans and low-income students and helped underwrite an unprecedented boom in college construction.

Except for the growth of the community college system, Connecticut responded to this revolution with traditional caution: gradual changes in governance, some expansion in public sector capacity, and modest expectations as to institutional quality. While some ambitious capital expansion has been undertaken--notably at the University Health Center and the Higher Education Center in Waterbury, campus development on the whole has been on a building-by-building or target-of-opportunity basis.

The 1976 master plan update forecast a changed climate for higher education both nationally and in Connecticut. The factors contributing to this changed climate--lower birth rates, rising energy costs, inflation, limited tax revenues--constitute a critical challenge to all institutions in the years ahead. To a substantial extent these factors are outside institutional control and unrelated to institutional performance, but they require that institutions adapt their planning and operations to new realities.

The new era of limits comes at a poor time for Connecticut institutions. Less selective independent institutions are still adapting to the increased competition from the growth of public institutions throughout the northeast region and from the proprietary (profit-making) sector. The community colleges are still camping out with temporary space and inadequate funding for an ambitious multipurpose mission. The technical colleges are just beginning to enlarge their

mandate and improve their visibility. The state colleges, like former teacher education institutions across the country, are becoming comprehensive colleges--but they are still in transition. The University, despite great progress, has not yet achieved national stature. It would be far easier to complete these transitions and consolidate these gains in a time of growth, abundant resources, and unquestioning public support. In the face of soaring energy costs, limited budgets and public skepticism, imaginative and heroic efforts may be required for higher education to strengthen its present position.

This report proposes substantial changes in the organization of the higher education system and the policies under which it functions. The proposals are based on the conviction that major improvements in management and coordination are essential if the system is to survive the 1980s without very serious problems.

Legislation and more coherent policymaking cannot solve the problems of colleges and universities in the next decade, but they can make solutions possible. They can create a framework for change and for growth not in numbers but in quality, service, public confidence, and institutional vitality.

For the past year the Board has studied the condition of higher education in Connecticut and hereby reports to the General Assembly that orderly change in the system is urgently needed. Factors which already have begun to threaten the quality of education make such change imperative.

As indicated in the preceding section, the case for change is substantiated by national and local factors related to enrollment changes, current inequities and limited resources. The facts and projections highlighted below and reviewed in more detail in subsequent sections are the backdrop and rationale for the Board's recommendations for legislative action and for its own policy initiatives.

ENROLLMENT

The single most serious challenge facing both public and independent Connecticut postsecondary institutions in the 1980s and 1990s is an impending sharp decline in the number of high school graduates and the effect of that decline on higher education enrollments. Projections based on known births indicate that the number of high school graduates will decline 25 percent by 1986 and 43 percent by 1994. In addition to a low birthrate, Connecticut has a declining rate of graduates going on to college and continues to lose large numbers of students to institutions in other states.

Although nontraditional students--women, minorities, students attending part-time and through business-linked programs--have increased their participation in higher education and represent a sizable and significant population, national studies suggest that the enrollment of these groups may have peaked. These nontraditional students cannot be expected to offset fully the losses in full-time enrollments. While it is possible to debate the extent of the projected decline in higher education enrollments, a significant reduction in the next decade seems certain.

The most likely result of declining enrollments is intense competition among colleges for students. Indeed, this already can be widely observed even though the high school graduating classes have just passed their peak size. Billboard, newspaper, radio and television ads abound, particularly for part-time offerings. Doctoral candidates in higher education administration are studying marketing as an essential tool in their future trade. Although the classic effect of competition is to weed out inefficiency and reduce cost to

the consumer, local loyalties, the fixed nature of facilities, and the lack of comparative information restrict the operation of a free market in higher education. Current administrators must confront--and be provided with ways to accommodate--the reality that each institution cannot afford to be all things to all people and that particular programs must be limited to certain institutions or locations.

If a laissez faire philosophy is allowed to prevail and the state enters the 1980s without a plan to cope with declining enrollments, institutions will be forced into a competitive mode of operation which can waste resources, deplete educational quality and shortchange students. It is not unrealistic, for example, to assume that the University of Connecticut would be forced to compete for the state colleges' pool of applicants in order to maintain the size of its freshman and sophomore programs, and that the state colleges, in turn, would attempt to attract the population of students they were once content to leave to the community colleges, regardless of those students' abilities to undertake a four-year curriculum or the resources available for remedial assistance. The community colleges would find their market consisting more and more of those courses which look less and less like postsecondary education.

The state technical colleges face a different situation. Despite the clear message from the state's industrial community that technical college graduates are highly desirable employment applicants, enrollments remain low; almost five times as many students are enrolled in community colleges as in technical colleges. As presently constituted, these institutions have been unable to attract sufficient human or financial resources to produce the numbers of technically trained people the state's manufacturing economy needs.

If the legislature and the Board do not act, and these technical programs are allowed to face the pressures of the 1980s without better planning and support, the state's supply of technically trained people will be in serious jeopardy.

In response to expected enrollment changes, the Board of Higher Education has adopted new policy directions on the initiation of an enrollment planning process (Section 4), better coordination of off-campus programs (Section 5), and capital budget priorities that minimize new construction (Section 6) as well as recommending a more consolidated governance structure for both the two-year and four-year institutions (Section 3).[4]

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[4]Appendix C contains the text of each Board resolution related to this report.

EQUITY

A basic tenet of public higher education is that public policy requires the extension of opportunities for higher learning in the fairest possible way to the widest possible population at the lowest cost consistent with sound financial management and the maintenance of program quality. This Board is committed to encouraging and facilitating access to higher education. In reviewing higher education opportunities in Connecticut, the Board identified a number of equity issues related to the enrollment of minorities and women, access to specialized programs, the availability of financial aid, and differential pricing for full-time and part-time students. For example --

- Blacks and Hispanics are underrepresented in the college population, particularly at four-year public institutions, and once enrolled, a lower percentage of minority students than of white students graduate.

- While job opportunities are numerous for technical program graduates, it has been reported that almost 40 percent of those who enter a technical college program fail to complete the requirements for a degree.

- While women comprise 80 percent of traditionally low-paid clerical workers, they represent less than 20 percent of technical college students, for whom better-paying jobs are plentiful.

- Students enrolled at the branches of the University are given preference in high-demand upper-division programs over community college transfer students with comparable or better academic records.

- The State Scholarship Program is available only to high school seniors and persons who have never been enrolled in a postsecondary institution.

- In some cases two students attending the same class--one enrolled as a part-time student, the other attending in a full-time program--are charged different amounts for the same course. Part-time students may also be charged the full student fees even though they spend little time on campus.

In response to these and other inequities, the Board of Higher Education has endorsed a statewide program to increase access to institutions of higher education in Connecticut for minority students, including supporting research on factors relating to student attrition (Section 4); has adopted policies on equalizing charges for all degree-credit students and for seeking a more consistent approach to student fees (Section 7), and is recommending legislation to consolidate fragmented student financial assistance programs and broaden eligibility for state scholarships (Section 4). In addition, the structure recommendations would make a more extensive range of programs and services accessible to students through the comprehensive two-year centers, and would mandate attention to transfer policy (Section 3).

ECONOMICS

A Hartford business leader commented at one Board of Higher Education hearing that public higher education uses an infinite resource planning model in which the size of the "pie" is determined by aggregating needs rather than the finite resource planning model common to private industry in which various divisions compete for shares of a "pie" of fixed dimension.

Regardless of historical practice, Connecticut's higher education system faces a decade of finite resources in which inflation--particularly energy costs--will compound the effects of traditionally conservative state fiscal policies. From 1977 to 1979, appropriations for higher education in Connecticut rose 21 percent. During the same period, the costs of goods and services went up approximately 25 percent as measured by the Higher Education Price Index. This four percent decline in real dollars covered a period in which one new institution, four major buildings, over 125 new degree programs, and at least 1,000 students were added to the public system.

The cost of energy is a special burden for the state's higher education institutions, which currently account for 35 percent of all state owned and leased facilities. In FY 79, fuel and utility costs for higher education facilities alone amounted to over $5 million. It is estimated (as of June 1979) that $9.7 million will be needed to meet fuel and utility costs for higher education during the current fiscal year, a 90 percent increase.

Higher education in Connecticut as elsewhere is labor-intensive. On the average, 83 percent of each constituent unit operating budget is dedicated to personal services. This high concentration of resources for salaries and wages limits institutional flexibility to shift resources as expenditure pressures in other areas arise.

The effects of inflation and the labor-intensive nature of higher education budgets will force difficult choices in the years ahead. In anticipation of these allocation decisions, the Board has adopted policy directions and proposed structure changes that will enable the system to manage its resources in a manner that is cost-effective and responsive to the varied educational needs of Connecticut. For example, the Board has proposed that institutional expenditure plans be monitored to ensure that stated educational policy objectives are being addressed (Section 3). Comprehensive long-term facilities planning is another area in which the Board has adopted policy consistent with the conclusions it has reached regarding the future size and scope of Connecticut's higher education system (Section 6). In the area of budgeting and financial management, the Board has adopted policies designed to maximize resource utilization and to allocate cost burdens equitably between the student and the state (Section 7).

In addition to the factors noted above, many of which apply to higher education systems and institutions across the country, the case for change in Connecticut derives from the perception that the present system is not working equitably, efficiently or economically. In proposing major governance changes in 1976, the Committee on the Structure of State Government noted that the interest in such change "is the result of the existing structure's apparent lack of success in achieving many of the objectives for which it was established." The Board of Higher Education's recommendations in Section 3 are intended to make achievement of these objectives possible.

The governance question--the number, types and responsibilities of boards and the number and alignment of institutions--is undoubtedly the most controversial issue addressed in this report, a fact attested to by previous debates on the subject and initial reactions to the Board's discussion and action in this area. Connecticut's public system of higher education represents a multimillion dollar investment by the state in facilities, faculty and administrative personnel. The institutions and the people comprising that system have educated many thousands of Connecticut residents, have served the state and its citizens, have sought, within available funds, to meet the changing needs of students, the economy and society. But the system of public higher education created in 1965 remains a fiction, a matter of statute and rhetoric rather than a reality. Rather than a coherent, economical and effective system for the delivery of postsecondary education, Connecticut currently struggles with a series of educational fiefdoms, each one measuring success in terms of budgets garnered, buildings constructed, faculty positions authorized and students enrolled. All too often one set of institutions views its needs and its activities in isolation from the other units and one unit's success is achieved at the expense of another.

Problems with the system, which for the most part remained below the surface during the days of expanding facilities, student enrollments and fiscal resources, are becoming more visible in the wake of the realities of the present higher education scene and future forecasts. The level of competition between the state's public and private higher education sectors in general and among the units of the public sector in particular is increasing daily. The rush to offer new programs to attract changing--and soon to be dwindling--student clienteles strains the institutions' ability to maintain the quality of both new and existing academic programs. Resources, already stretched thin in a state in which support has never been overly generous, are subjected to further stress. Friction and jealousy among the public units are intensified as each attempts to secure new programs and justifiy current operations.

Realistically, the desire for self-preservation by each unit and institution is understandable; the point at issue, however, is whether the larger interests of the state, its higher education system and its citizens are best served by this growing internecine struggle in a period when resources are being steadily eroded by inflation. The Board has concluded that those interests demand a more orderly and rational approach, demand a move from a parochial to a statewide perspective on postsecondary education and make major structural change necessary in order to produce a coherent system of higher education that is able and equipped to respond to the educational needs of the

state in the 1980s and 1990s. Working from this conclusion, the Board considered various alternative structures. As indicated earlier, the fact that there is no one ideal structural model for operating a system of higher education is underscored by the variety of governance models in operation in the other states and the periodic changing of those models. Certain structures are nonetheless better suited than others to meet the real and projected needs of a given state at a given time. Accordingly, the Board's recommendations on structure reflect its considered judgment regarding the most appropriate structure for Connecticut's public higher education system. As the Board discussed recommendations for structure, there was considerable support for a single board system. However, that option was rejected in favor of the recommendations outlined below.

STRUCTURE RECOMMENDATIONS

The structure recommendations concern all five constituent units of the public system (the Boards of Trustees for the Regional Community Colleges, State Technical Colleges, State Colleges and the University of Connecticut, and the Board for State Academic Awards) as well as the Board of Higher Education itself. These recommendations are directed toward creating a system which is

- more responsive to the educational and related support needs of students, the economy and society;
- better able to allocate limited fiscal resources to provide quality education; and
- more visible to, and better understood by, the public.

To accomplish this, these recommendations call for the establishment of a more efficient, integrated system of public higher education in which the number of boards is reduced from six to three and under which the existing institutional and programmatic strengths are preserved, enhanced and made more accessible to students. In brief, the Board recommends

- establishment of a comprehensive two-year college system under one board of trustees, this system to assume governance responsibilities for the regional community colleges and the state technical colleges and the responsibility for providing the first two years of a baccalaureate education previously offered at the five branches of the University;

- establishment of a comprehensive four-year system under one board of trustees, this system to assume governance responsibilities for the state colleges and the University of Connecticut, except for the offering of the first two years of baccalaureate education at the branches;

- assumption by the Board of Higher Education of the external degree programs and functions of the Board for State Academic Awards, with a Council on Academic Awards to advise on improving educational opportunities through alternative and nontraditional approaches; and

- continuation of the Board of Higher Education as a central policymaking and statewide coordinating agency for post-secondary education.

Under the recommendations, the authority of the Board of Higher Education would be strengthened and clarified, but this authority would be placed in the context of a recognized need for institutional and system flexibility.

The detailed recommendations on the new boards for the two comprehensive systems share four common elements. First, staggered six-year terms and the election of the chairperson by and from the membership are recommended. This reflects a desire to insulate the boards from political pressure sometimes associated with terms that are coterminous with an administration's term in office.

Second, rather than representation by the new comprehensive governing boards on the Board of Higher Education, two public members of the Board of Higher Education would serve on each of these boards. Through this mechanism, the interests of the governing boards would be represented on the statewide policy board within the context of a statewide and overall system perspective.

Third, student and alumni representatives would be retained on the unit governing boards and student representation would be maintained on the Board of Higher Education.

Fourth, initial representation on both of the comprehensive boards would include members drawn from existing boards as well as new members, with safeguards of a more lasting nature incorporated within the structure recommendations to guarantee that the interests of the combined or consolidated units within the comprehensive system arrangement are preserved.

COMPREHENSIVE TWO-YEAR COLLEGE SYSTEM

The Board recommends that governance of the regional community colleges and the state technical colleges be the responsibility of one board of trustees charged with 1) providing existing community and technical college programs; 2) assuming the responsibility for providing the first two years of a baccalaureate education hitherto received at the University branches, integrating that function with the present community college transfer programs; and 3) developing a comprehensive two-year college system consonant with prescribed timetables, mission parameters and objectives.[5]

Higher education programs of two years and less will be of increasing importance in the next decade. This includes two-year transfer and nontransfer programs, credit and noncredit courses and programs of less than two years' duration in liberal arts, technical, career and occupational education. As the number of nontraditional students increases in proportion to the number of traditional students so will the importance of two-year institutions as a general point of access to higher education. Other students, more sure of their objectives, enroll in two-year programs because of specific career or vocational interests. Still others, often highly motivated, choose transfer programs as a less costly route to the baccalaureate degree.

Responsibility for Connecticut's two-year public education is now divided between the regional community colleges under one board of trustees and the state technical colleges under another board of trustees. In addition, the University of Connecticut offers the first two years of a baccalaureate education at its five branches.

Before the creation of the state's community college system in the 1960s and the transition of the state colleges from teacher training institutions to more broadly based undergraduate and graduate institutions, the existence of separate state technical colleges and the University branches made sense. The two sets of institutions offered a different type of education to very different student clienteles: the technical colleges provided two-year degree programs in various engineering technologies to those students interested in becoming skilled technicians; the University branches provided sites outside of Storrs for the first two years of baccalaureate education. With the expansion of the community college system and the diversification of the state colleges, the rationale for the separate and/or continued existence of the state technical colleges, the University branches and the community colleges became less clear-cut. The community colleges, offering transfer and nontransfer liberal arts,

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[5]A detailed outline of the structure recommendations on the comprehensive two-year system as adopted is contained in Appendix C.

career and vocational programs, were overlaid on the existing institutional or campus map of Connecticut higher education with little concern for, or study of, the interrelationships between and among these separate entities. The end result today is a set of institutions locked in a competitive struggle for students, programs and resources, with a greater degree of duplication than a state Connecticut's size needs or can continue to support. Including the University's branches, Connecticut has 22 public two-year campuses. In relation to population, Connecticut has one and one-half times as many two-year facilities as the national average.

The 12 regional community colleges, which together had an enrollment of 33,342 full-time and part-time students (18,296 General Fund FTE students)[6] in the fall of 1978, range in size from 6,201 at Manchester to 750 at Quinebaug Valley. Manchester offers 41 degree-credit programs while Quinebaug offers nine.[7] The five technical colleges, with 6,854 full-time and part-time students (3,513 General Fund FTE students) in fall of 1978, enroll the smallest number of students of any of the four institutional units. The community colleges have been more aggressive and successful in such areas as offering noncredit courses and securing external resources, e.g., federal vocational education funds.

The community colleges, through a liberal interpretation of their mission statement and their success in meeting diverse and changing student needs, have overshadowed the more traditional and cautious technical colleges which have interpreted their mission more narrowly. The most recent case in point concerned a proposed new program in industrial management technology at Quinebaug Valley Community College. The technical colleges opposed this program as an infringement upon their mission and corresponding educational responsibilities. The coordinating committee established by the Boards of Trustees for Regional Community Colleges and State Technical Colleges to handle such issues proved unable to resolve this "turf" question. The issue was finally resolved by the Board of Higher Education in favor of the community colleges with a name change to clarify a distinction between "hard" and "soft" approaches to management technology.

Although the technical programs are well regarded in the industrial community, the colleges have a very low profile among students and the general public throughout the state. Many persons erroneously

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[6](FTE) full-time equivalent represents the total of full-time students plus part-time students equated to full-time.

[7]Appendix D includes a survey of the total number of degree-credit programs offered by the community and technical colleges. Fall 1978 enrollment by institution is included in Appendix E.

view these colleges as postsecondary extensions of the state's regional vocational-technical high schools, which in fact train students for jobs of a very different nature.

Some knowledgeable observers believe that the technical colleges also suffer from an unwillingness to be flexible and innovative. A review of the curriculum offered by the technical colleges raises questions as to whether it is excessively demanding for two-year degree programs in engineering technologies. Minimum requirements for such programs, according to a nationally recognized accrediting agency, are 90 quarter hours. While the minimum is not necessarily the best, the fact that many of the technical colleges' programs require more than 110 quarter hours, with the highest being 127, suggests the need for a thorough review of the curriculum. This conclusion is reinforced by high attrition rates among technical college students and what amounts to open admissions at some of the colleges. If in fact such a demanding curriculum is necessary, then it would appear to be quite important that there be a much more thorough screening of students, a program for recruitment, additional support services in such areas as remediation, and serious consideration to extending the term of instruction for the associate degree over a period longer than two years.

Integral to the functioning of a two-year institution offering transfer programs is the acceptance by senior institutions of those students seeking to transfer. The transfer issue has generated much heat in Connecticut, and no party involved in this controversial issue has been blameless. While considerable progress has been made in resolving the issue, most notably with the four state colleges, more remains to be done, especially with the University of Connecticut. Indeed, the continued divisiveness of this issue and the failure of the current governance structure to resolve it were demonstrated during the 1979 session of the General Assembly when the community colleges sought to mandate transfer policy through statute.

The current focus of debate is the transfer policies at the University of Connecticut. Junior year admission into high-demand programs at Storrs is practically impossible for students other than those already enrolled in the University--either at Storrs or at one of the University's branches. These students now have first call on places in programs at Storrs even though they may have lower academic averages than students seeking transfer from other state institutions. The "capped" programs--business, engineering, nursing--tend to be career-oriented and high cost. The University administration insists that additional spaces cannot be made available because of fiscal constraints; community college personnel insist that their students are being improperly served by the system; the public is confused; and legislators are incensed over the inability of the system to resolve what appears to be a straightforward in-house problem.

The Board appreciates the major contribution that the community colleges, technical colleges and University branches have made to the state. The Board is convinced, however, that a comprehensive two-year college system is now necessary in order to provide the best education possible given current fiscal realities and the needs of students. Connecticut simply does not need, nor can it afford, 22 public two-year campuses. The number of institutions and campuses affects very directly the breadth as well as the quality of offerings. Economies of scale are sacrificed in the quest to preserve separate and free-standing institutions. Resources for programs are sacrificed to support the administrative bureaucracies such institutions require, and the quality of those programs may be jeopardized.

The time for making hard choices is at hand if Connecticut is to have a system of public higher education in which quality is preserved and students are well served. The current governance structure, with three separate boards in charge of two-year institutions and campuses, simply has been unable or unwilling to make those choices. The Board of Trustees for the Regional Community Colleges and its staff, while valuing the nontraditional role of the colleges, continue to seek anything but nontraditional campuses in their determined pursuit of state funds for physical plants for the community colleges. The Board of Trustees for the University of Connecticut continues to operate the Torrington branch at an annual cost of over $400,000 to educate 170 FTE students while at the same time the School of Engineering is threatened with the loss of professional accreditation unless $500,000 is provided for additional faculty and support needs.

The recommended comprehensive two-year college system seeks to capitalize on the existing strengths of the community college system, technical college system and the University. It seeks to make the offerings of the community colleges in the liberal arts, career, occupational and vocational areas and the offerings in engineering technologies of the state technical colleges accessible to a wider clientele, and to increase the options available to students through integrated programming and better support services. With a quality transfer program as one of the responsibilities of the comprehensive system, providing the first two years of a baccalaureate education through University branches would not be necessary. The uniqueness of the University within Connecticut's higher education system resides in upper-division and graduate instruction, along with research. While lower-division instruction is certainly a necessary component of a complete university, the extension of that component to five branch locations is anachronistic in light of the evolution of Connecticut's postsecondary institutions and diverts the resources of the University from that type of education which is its special province.

In its resolution on the establishment of a comprehensive two-year college system, the Board has detailed the governance mandate for this system, the initial and ongoing composition of the comprehensive board, terms of board members and the method of selection of a chairperson, a timetable for implementation, mission parameters, and objectives. Governance and board composition have been reviewed briefly earlier in this section.

Timetable for Two-Year System. The timetable recommended by the Board reflects the necessity for lead time to plan and establish a comprehensive two-year college system as well as the Board's sense of urgency that such a system should be in operation as soon as practicable.

The Board recommends that the comprehensive two-year college board be appointed on or before July 1, 1980. By November 30, 1980, that board must submit for review to the Board of Higher Education a table of central office staff organization for the administration of a comprehensive two-year college system. During its first year of operation, the comprehensive board is mandated to draft an implementation plan for the establishment of a comprehensive two-year college system consonant with the prescribed mission parameters and objectives. This plan is to be developed in consultation with the Board of Higher Education and must be submitted to the Board by July 1, 1981, for its review, revision and approval. The approved plan, in turn, is to be the basis of the FY 83 consolidated higher education budget request.

The one-time review of central office staff organization is one of the safeguards incorporated in the proposal to address the concern of the current Board of Trustees for State Technical Colleges that the extremely important mission and programs of the technical colleges not be submerged or diluted within a comprehensive system. The involvement of the Board of Higher Education in the development and ultimate approval of the implementation plan is an additional safeguard.

The recommended timetable concerning the University's branches proposes that the University cease offering the first two years of baccalaureate education at its five branches on the following phase-out schedule: no further admittance of freshmen at the branches after September 1980, with the first two years of instruction for those students to be completed by June 30, 1982. On July 1, 1981, responsibility for the University's Hartford, Torrington and Waterbury branch facilities is to be transferred to the comprehensive two-year board, with the University responsible until June 30, 1982, for completion of the sophomore year of instruction for those students admitted in September 1980.

Students who would have attended a branch will have several choices. They can attend an institution within the comprehensive two-year system, where they will receive instruction of comparable quality, and then transfer to a four-year institution. This will be ensured through mandates to the two-year and four-year boards to work out transfer articulation agreements. Students seeking admission to Storrs in their junior year will be able to compete equally for available places. Alternatively the students may apply as freshmen to a four-year institution.

In recommending that the University cease offering the first two years of a baccalaureate education at its five branches, the Board, however, is aware of another very important role played by the branches--the extension of the presence of the University beyond its main campus at Storrs to locations throughout the state. The University's view of this branch presence has been equivocal. The reluctance to develop a four-year program at Stamford is a prime example. Lately, the University seems to be more aware of the need to move out from its base at Storrs. The issue involved in this extension of presence is not its need but rather its direction. Such extension should complement, not compete with, the instruction provided by other institutions within the state system and should represent instruction in areas and at levels that reflect the University's strengths. Accordingly, while the Board recommends the transfer of the branch facilities at Hartford, Torrington and Waterbury to the comprehensive two-year board, it also recommends that the University retain its Stamford facility as a satellite center for upper-division and graduate instruction and its Avery Point facilities for a marine sciences program. The comprehensive two-year board would also be under mandate to study the use of the University's Stamford facility as a location for the offering of two-year programs. The University's current presence in Hartford and Farmington through its professional schools is retained. In the event additional bases are necessary for the University to offer appropriate instruction or programs, facilities under the jurisdiction of the comprehensive two-year board could be utilized as well as the facilities of the state colleges.

Mission Parameters. Currently, the mission statements (charters of educational responsibility) for the various constituent units as set forth in state statute are, for the most part, general in content, ambiguous and lacking in specificity. They apply to each unit as a whole rather than to the institutions or campuses comprising the unit. The only mechanism for revising them is through a change in the law.

The Board recommends that general mission components be established legislatively but that, within the framework of these components and the approved plan, detailed institutional mission statements be developed by the new comprehensive board and be submitted to the Board of Higher Education for approval and reviewed biennially.

The proposed mission components to be established legislatively for the comprehensive two-year system reflect the current major educational responsibilities of the regional community college system and state technical college system. Included within these components, however, are two additional mandates to the comprehensive two-year board: the development of transfer articulation agreements with the public senior institutions for all two-year academic transfer programs, these agreements to be consistent with the Board of Higher Education's enrollment planning process and the guarantee of student access; and the development of comprehensive two-year centers in the five geographic areas of the state where technical colleges currently exist while maintaining the quality and mission of the technical college programs. Discussion of these centers appears in the following section.

Objectives. The objectives recommended for the comprehensive two-year system are directed toward achieving a system which, through the pooling of resources (fiscal, physical plants, personnel) and the streamlining of operations, will be capable of providing quality education and of serving the needs of students, the economy and society in the 1980s and 1990s. Many of the concerns contained in the objectives are not new, having been voiced before by educators and noneducators alike. Others represent a perspective which has engendered very little discussion until recently.

Among the objectives to be addressed by the comprehensive two-year board in its implementation plan is a review of current and proposed programs and facilities for the 12 community colleges and five technical colleges as well as the three University branch facilities which are to come under its jurisdiction so as to eliminate and/or consolidate programs, facilities and institutions. This review is to have as its objectives 1) the development of five comprehensive two-year centers in the five geographic areas of the state where technical colleges currently exist; 2) the utilization of multi-campus arrangements and nontraditional facilities where possible; 3) the identification of specialized occupational programs to be concentrated in a limited number of locations, based on existing institutional areas of strengths and the needs of the state; 4) the maintenance of enrollment levels sufficient for program diversity and institutional vitality; and 5) the proposing of changes which result in the consolidation of public two-year institutions, with particular reference to the Greater Hartford area. The development of a long-range facilities plan would follow from this review.

Given soaring energy and construction costs and limited fiscal resources, the Board firmly believes that the time is at hand, if not overdue, for a careful and critical assessment of Connecticut's current array of public two-year institutions, campuses and programs. The Board at this point is not recommending closing any specific institution or campus. Nor is the Board advocating the expansion of the current offerings of the community college system or technical college system to other locations.

The Board recommends the 1) reassessment of the role of the branches of the University and the appropriate use of these facilities; 2) establishment of five comprehensive centers in the geographic areas of the state where technical colleges currently exist, in order that the full range of currently offered programs of these colleges and their neighboring community colleges will be provided within a single administrative framework in the state's major population centers; and 3) serious consideration of alternatives such as multi-campus and satellite operations, particularly in the Greater Hartford area with its seven public two-year institutions and campuses. The five comprehensive two-year centers would offer, to a far greater extent than any of the remaining two-year institutions or campuses, a variety of transfer and nontransfer programs and greatly strengthened support services. The Higher Education Center in Waterbury would become one of these centers under the governance of the comprehensive two-year board, which would assume the responsibilities of the existing board of governors. Another possible result of these recommendations could be the operation of the Torrington branch facility as a satellite of Northwestern Connecticut Community College.

Another objective is the development of a common semester calendar of course and program offerings. The common calendar would be based on a review of current curricula by outside consultants chosen from a list approved by the Board of Higher Education. Aspects of program scheduling to be considered include 1) common course offerings; 2) technical college curricular load; 3) transfer/nontransfer programs and articulation of transfer programs with the public senior institutions; 4) fiscal flexibility required to respond quickly to the needs of business and industry; and 5) the role of grade 13 programs in the state's regional vocational/technical schools.

The state technical college system currently utilizes an academic calendar consisting of quarters while the remainder of the public higher education system utilizes the more common semester calendar. The Board has concluded that there is no logical reason for continuing this dichotomy and therefore recommends that the semester academic calendar be the basis for course and program offerings of the comprehensive system. A recent communication from the Board of Trustees of the State Technical Colleges states that they are "moving ahead to convert to the semester calendar."

The requirement that the review of the current curricula be undertaken by outside consultants chosen from a list approved by the Board is intended to safeguard the mission and quality of technical college programs. Additional safeguards are found in the objectives calling for the protection of existing specialized accreditation deemed necessary or desirable for various programs and for the development of funding mechanisms to ensure necessary resource support for the costly engineering technology programs.

While Connecticut institutions have done much to meet the needs of business and industry, the Board is concerned that they have been handicapped by insufficient coordination as well as fiscal limitations. Especially disconcerting is the inadequate coordination maintained with instruction in trade, industrial and health occupations as represented by grade 13 programs offered through the state's system of regional vocational-technical high schools. The Board recognizes that it has a responsibility to ensure that Connecticut's system of higher education is responding as adequately as possible to the needs of business and industry. Accordingly, the Board hopes to serve in a coordinating and catalytic role, working with the appropriate executive agencies (such as the Department of Economic Development, the Labor Department, the Office of Policy and Management and the State Board of Education), the institutional governing boards, and the business and industrial community.

Two final objectives are the review of existing institutional administrative staff to streamline management and reinforce resource priorities in counseling and remediation, and the establishment of appropriate campus advisory committees based on the membership and experience of current community college and technical college advisory committees. The first underscores the Board's desire that fiscal savings which might be realized through the reorganization of the higher education system be redirected within the system to improve recognized areas of weakness (such as remediation and counseling) and to preserve and enhance quality education. The second reflects the Board's desire to retain, in revised form, the significant functions and roles of advisory committees for the comprehensive two-year system.

COMPREHENSIVE FOUR-YEAR SYSTEM

The Board recommends that governance of the state colleges and the University of Connecticut be the responsibility of one board of trustees charged with 1) providing existing programs, except for the first two years of baccalaureate education hitherto received at the University branches; and 2) developing a single statewide system of public senior institutions, including graduate and professional schools, and upper division and graduate program centers, consonant with prescribed timetables, mission parameters and objectives.[8]

Connecticut's current four-year public postsecondary component consists of the four state colleges under one board of trustees and the University of Connecticut under another board of trustees.

The four state colleges, which had an estimated enrollment of 31,659 full and part-time students in the fall of 1978 (18,302 General Fund FTE students), vary considerably in size as well as in offerings. Two of the colleges--Central Connecticut State College in New Britain and Southern Connecticut State College in New Haven have enrollments of over 10,000 students each and offer almost 80 separate degree programs. Eastern Connecticut State College in Willimantic with 3,000 students offers 25 programs and Western Connecticut State College in Danbury with 5,500 students offers 54 programs.[9]

Today's state colleges originated in the nineteenth century with the movement to prepare teachers for a growing educational system--first at the elementary level and subsequently at the secondary level. Founded initially as normal schools, Connecticut's state colleges--Central (1849), Eastern (1889), Southern (1893) and Western (1903)--followed a pattern of development consistent with that of similar institutions nationwide: the evolution from normal schools to undergraduate four-year teachers colleges, to graduate level teacher education and finally, to broadly based liberal arts institutions. This evolution is reflected in successive name changes. For example, New Britain Normal School, which was founded in 1849 and was the first publicly supported normal school in Connecticut, became the Teachers College of Connecticut in 1933 and Central Connecticut State College in 1959.

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[8]A detailed outline of the structure recommendations on the comprehensive four-year system as adopted is contained in Appendix C.

[9]Appendix D includes a survey of the total number of degree-credit programs offered by the state colleges. Fall 1978 enrollment by institution is included in Appendix E.

The last twenty years have been a period of major change for Connecticut's state colleges in such areas as mission, enrollment and governance. In 1959, the statutory mission of the teachers colleges was expanded to include Bachelor of Arts degree programs, and their most recent major change in title--to state colleges--was made. In 1965, authorization was given to expand the graduate program in the direction of liberal arts. In 1977, the expansion of the curriculum into career programs at the bachelor's, master's and sixth-year level, which was already under way, received formal authorization through a statutory change in mission.

During this period of expanding mission, the state colleges underwent significant enrollment changes, drawing students seeking an education for careers other than teaching. In 1959, the colleges had an estimated General Fund enrollment of 4,426 students, all of whom were in teacher education; in 1977, while the number of students in teacher education had increased to 6,586, an additional 12,493 General Fund students were receiving instruction in other areas.

Indicative of the changing role of the state colleges was the change in governance in 1965. Prior to that date, the colleges were under the jurisdiction of what is today the State Board of Education, a not unusual arrangement since the primary focus of the institutions was the training of elementary and secondary school teachers. In 1965, when Connecticut's public system of higher education was established, the state colleges were identified as one of the constituent units of the state's higher education system and their governance was transferred to a separate board of trustees.

Change and growth have been two common denominators for the state colleges in the last twenty years. This period, however, has not been problem-free for either the individual institutions or the state college system as a whole. Flanked on the one side by the University of Connecticut and on the other by the community and technical colleges, the state colleges are institutions without a clearly defined identity.

The public perception of the state colleges has simply not kept pace with their programmatic evolution. They are still frequently referred to as "the old normal schools." Such an identification, while reflecting the crucial role played by these colleges in Connecticut's educational system, handicaps them as they seek to attract students interested in careers other than teaching. Some recent improvement in public perception has resulted from the promotional activities supported by the Connecticut State College American Association of University Professors.

In seeking to attract a broader range of students and to capitalize on their regional locations, the state colleges have continued to expand their programmatic offerings. This continued expansion is cause for concern given current fiscal constraints and the absence of effective systemwide planning. New programs frequently require new resources, but in the present economic climate these can only come through careful choices and trade-offs. In the state colleges, however, decisions relating to programmatic expansion and subsequent resource allocation sometimes appear to be inconsistent.

Central Connecticut State College, for instance, offers a four-year baccalaureate program in industrial technology which is designed to prepare students for employment in industry in technically oriented supervisory and middle management positions. In recognition of the significance of this type of education, the college created the School of Technology in 1977. Yet, last year the school was operating below 50 percent capacity, with the faculty reportedly teaching on overload and struggling with antiquated instructional equipment. If new programs are to be introduced by the state colleges in order to respond to educational needs and to maintain adequate enrollments, it is essential that the required resources accompany and follow such introduction. Not to do so strains the quality of education offered both in the newly added programs and in existing ones.

The apparent lack of planning and resource commitment contributes to the real and perceived problems of the state colleges. Greater attention must be focused on the fact that decisions made by the state college board regarding any one institution affect the other three. If one college expands significantly in the next decade, most or all of the others are going to contract--either because of a lack of students or a lack of resources.

Concerned about the need for more clearly defined institutional identity, the Board of Higher Education discussed the creation of individual boards of trustees for three of the four state colleges. This idea was rejected because the Board felt that further fragmentation of governance for the four-year institutions would simply not be effective and that the need for planning and institutional specialization could more readily be addressed within a consolidated system. Accordingly, the Board recommends that the four state colleges and the University of Connecticut be placed under one board of trustees and together form a new statewide system of public senior institutions. The Board further recommends that this single governing board be designated by a title which reflects the new combination of four-year institutions; that a chancellor be designated head of the new system, with this individual also serving as president of the University; and that staff support for the system be provided substantially by existing institutional personnel.

This recommendation, while bringing the four-year institutions under one board, does not call for making the state colleges into university campuses. This could occur, however, at some future date when the development of the colleges and system is more complete. It is envisioned that under the Board's recommendation, the state colleges will continue to emphasize instruction rather than research; that admission standards for entrance into the University and the state colleges will continue to be different; and that current distinctions between the faculties will remain.

In addition to issues of institutional specialization and identity addressed earlier, the advantages of a consolidated four-year system are 1) more efficient administration and planning for the allocation of resources; 2) reduced competition for the traditional four-year student; 3) increased accessibility for students to the offerings of two now separate systems; 4) improved program coordination and transfer opportunities between the two-year colleges and four-year colleges; 5) the opportunity to strengthen both undergraduate and graduate programs by drawing on the strengths and experiences of the two current systems to correct weaknesses present in both; 6) consolidation of teacher education programs offered by the two separate systems; and 7) the opportunity to eliminate certain duplicative master's programs at Storrs.

The Board's recommendation for a single governing board for public four-year institutions has several principal components which parallel those reviewed for the two-year system. The initial composition of the governing board, for example, would include members chosen from the current Board of Trustees of the University of Connecticut and the Board of Trustees for the State Colleges. The Governor, who serves ex officio as president of the Board of Trustees of the University of Connecticut, would serve as an ex officio member on the new four-year board.

Timetable for Four-Year System. The Board recommends that the single four-year governing board be appointed on or before July 1, 1980; that the governing board submit for review to the Board of Higher Education a table of central office staff organization; that it draft in consultation with the Board a five-year implementation plan for the establishment of the four-year statewide system consonant with prescribed mission parameters and objectives; and that the five-year plan be submitted to the Board by June 1, 1981, for review, revision and approval. The approved plan, in turn, is to be the basis for the FY 83 consolidated higher education budget request.

The one-time review of central office staff organization and Board involvement in the development and ultimate approval of the implementation plan are designed to reduce fears that the mission and programs of the state colleges will be submerged in a statewide system as well as to ensure consistent policies and close coordination with the comprehensive two-year system.

Mission Parameters. As with the two-year system, the Board proposes that certain mission components and objectives be established through legislation for the new statewide four-year system and that detailed mission statements for the institutions and campuses be developed within that framework. Included in these components are four special mandates to the single four-year board.

First, considering the strength of the state colleges in teacher education and the reduced demand for new teachers, the Board believes the time has come for a critical assessment of the role of the University in this area. It is proposed that education programs at the bachelor's, master's and sixth-year levels be offered primarily at the state colleges.

Second, the new system is expected to identify areas of institutional specialization. Each state college, in varying degree, has developed areas of specialization,[10] e.g., library science at Southern Connecticut State College. The Board recommends that areas of specialization be identified for each of the state colleges (as well as for the campuses of the University), with each college and campus having statewide responsibility for its areas of specialization. This mechanism will assist each of the state colleges in the development of a special identity and will allow for the assignment of certain instructional responsibilities among the senior public institutions and campuses. Such a mechanism can also assist in controlling program competition. For instance, the University currently is the only public institution in the state which offers a master's degree in social work. It is considering expanding its program, currently offered in the Hartford area, to Stamford. Meanwhile, the state college system has recently proposed that one of its institutions start a similar program. The state is simply not in a position to afford this type of program competition. In this case, consideration of cost and quality suggest that, if there is a need for expansion, it should build on an already established program.

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[10] A list of program specializations at the four state colleges is included in Appendix D.

Third, the new system is mandated to explore the limited extension of doctoral programs on a cooperative basis so as not to duplicate courses or expertise already available. For instance, if, in the future, need were to be demonstrated for offering a doctoral degree in library science, such a program should be built upon Southern Connecticut State College's recognized offerings in this area. Since the University has and would retain exclusive jurisdiction for the awarding of doctoral degrees, this program would have to be a cooperative venture between the University and Southern.

Fourth, the new governing board is charged with developing transfer articulation agreements with the comprehensive two-year college system consistent with the Board of Higher Education's enrollment planning process and the guarantee of student access.

Objectives. Among the objectives to be addressed by the single four-year governing board in its five-year implementation plan is the development of a long-range facilities plan based on a careful review of all existing and proposed facilities in the light of programmatic changes, current and projected enrollments and operating costs, and in accordance with general budget and planning parameters established by the Board of Higher Education. The plan is specifically to include the review of 1) existing and proposed facilities at the University in Storrs and at Eastern Connecticut State College in Willimantic in order to eliminate or consolidate new construction; 2) facilities at Stamford in order to identify any changes necessary to accommodate a satellite center for upper-division and graduate instruction coordinated with Western Connecticut State College and the comprehensive two-year college board; 3) the University's higher education facilities at Waterbury to identify whether all or part of them would be suitable to serve as a possible site for specialized upper-division and/or graduate courses and programs; and 4) the facilities at Avery Point to identify changes required to provide for a strengthened marine sciences program.

Additional objectives include review of the current curricula at the public senior institutions and of existing University and state college administrative staff, and a study of the validity of the full integration of Eastern Connecticut State College with the University of Connecticut's Storrs campus.

The future role of Eastern Connecticut State College is a difficult issue. This institution is located within ten miles of the main campus of the University. Given enrollment forecasts and the realities of fiscal support, the state might not need nor

be able to support this kind of apparent redundancy. While Eastern attracts residential students from throughout the state, it also offers only two programs not offered at any of the other state colleges. These factors are the basis of the requirement for a serious review of the possibilities of more intensive coordination or integration.

EXTERNAL DEGREE PROGRAMS

The Board recommends that the external degree programs and functions currently discharged by the Board for State Academic Awards be assumed by the Board of Higher Education.[11]

In 1973, legislation was enacted which established the Board for State Academic Awards as the state's external degree-granting agency and as a constituent unit within the public higher education system. Since its creation this board has moved cautiously in fulfilling its rather broad mandate to provide alternative and non-traditional approaches for the earning of a college degree, and to develop and implement programs to improve opportunities in higher education through alternative modes of service. The last six years have been a necessary period for the establishment of the credibility of such degree methods. The Board of Higher Education is convinced, however, that the time has now come to broaden this avenue of academic credentialing by increasing public awareness of alternative methods such as awarding credit for experiential learning. This expansion can best occur by ending the isolation of the external degree function through providing the direct support of the Board of Higher Education's outreach, planning and research capacities. The Board has concluded that the affiliation of external degree programs and functions with either the proposed two-year or four-year board is unlikely to be satisfactory partly because the initial attention of these boards will be on planning for their existing institutions and programs and because the Board for State Academic Awards is empowered to grant both associate and baccalaureate degrees.

Accordingly, the Board recommends that this responsibility be transferred to the Board of Higher Education. Concerns have been expressed about a possible conflict of interest if the Board became the external degree-granting agency since it is also the agency for licensing and accrediting institutions of higher learning in the state. However, the granting of external degrees by the state agency responsible for licensure and accreditation is the model employed in

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[11]The text of the Board's resolution on external degree programs is contained in Appendix C.

New York State, and the legality and propriety of that arrangement seems to be established. The Board has every reason to believe that its proposed operation of this program would qualify for licensure and accreditation by the voluntary regional accrediting association, the New England Association of Schools and Colleges, just as New York's operation is licensed and accredited by the Middle States Association of Colleges and Secondary Schools.

It is proposed that one member of the current Board for State Academic Awards be appointed to the Board of Higher Education.

Timetable. The Board recommends that on July 1, 1980 all functions currently exercised by the Board for State Academic Awards be transferred to the Board of Higher Education. By October 1, 1980, Board of Higher Education staff, in consultation with the staff of what would then be the former Board for State Academic Awards, must submit to the Board for its review, revision and approval an implementation plan for the organization and operation of the external degree programs and functions consonant with the prescribed mission parameters and objectives.

Mission Parameters. The proposed mission parameters incorporate the same educational responsibilities as those contained in the current legislation for the Board for State Academic Awards. As in the previous recommendations concerning the two-year and four-year systems, there is the requirement for the development of a detailed mission statement.

Objectives. The Board recommends the retention of the faculty of consulting examiners with the same functions as currently prescribed and the establishment by the Board of a Council on Academic Awards to advise on improving educational opportunities through alternative and nontraditional approaches.

THE BOARD OF HIGHER EDUCATION

Under the recommended reorganization plan, the Board of Higher Education would continue as a central policy-making and statewide coordinating agency for higher education and would assume responsibility for awarding external degrees.[12]

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[12] A detailed outline of the structure recommendation on the Board of Higher Education is contained in Appendix C.

As has been indicated previously, the Board is convinced of the need for stronger direction and oversight of Connecticut's higher education system. This conviction is reflected in the nature of the recommendations on system organization. It is reflected as well in the policy actions of the Board reported in Sections 4 through 7. Where these actions are within the Board's current statutory authority, implementation as appropriate will begin immediately. For example, the capital construction priorities (Section 6) were used in reviewing FY 81 requests for new authorizations. Certain policy actions, however, will require changes or clarifications in the Board's statutory authority or the enactment of other appropriate legislation in order to be implemented. Adoption of a cost-related tuition policy with annual adjustments (Section 7) is an example. The statutes are ambiguous on the authority for setting tuition, and the use of statutory minimums would need to be reviewed.[13]

In the proposed reorganized system of public higher education, the Board of Higher Education would exercise its current responsibilities plus those additional powers required to 1) plan for and establish the two comprehensive systems; 2) assume the external degree functions of the Board for State Academic Awards; and 3) carry forward certain policies described in this report.

It is further recommended that the Board of Higher Education be given more explicit authority in budget implementation, such as the review and approval of intra-unit budget allocation plans to ensure compliance with established state higher education policies and priorities, to reinforce its present authority in budget policy and development. In 1977, when the Board was established as the successor agency to the Commission for Higher Education, one of the significant changes in the enabling legislation was the assignment of increased budget powers to the Board. While the proposed budget implementation and administration functions could be construed as falling within existing powers, both implicit and explicit, the Board recognizes that their effective use may well depend on explicit authority.

As noted earlier, the Board's increased authority would be exercised in the context of a recognized need for institutional and system flexibility. Under the structure recommendations, the comprehensive two-year and four-year governing boards would have considerable responsibility in the planning process as well as in operating the institutions. (Appendix F lists the major responsibilities, current and proposed, of the Board of Higher Education and of the unit boards.)

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[13]The text of the Board's recommendations related to tuition and fees is included in Appendix C.

In terms of Board organization, it is recommended that public members on the Board of Higher Education be increased from 12 to 16, with the public members on the current Board completing their unexpired terms; that the Board be empowered to establish attendance requirements for its members and that provision be made for initial representation from the Board for State Academic Awards.

The reconstituted Board would have a total of 21 members--

- 16 public members (using the definition of public members in the current Board of Higher Education statute)

  --eight appointed by the Governor for staggered six-year terms, and
  --eight appointed by the legislature for staggered six-year terms;

- two student members for staggered two-year terms

  --one from the comprehensive two-year college system, and
  --one from the public senior institutions;

- one representative of the Connecticut Conference of Independent Colleges for a two-year term;

- one representative of the postsecondary proprietary sector for a two-year term; and the

- Commissioner of Education, ex officio.

To correspond to the timetable for the two-year and four-year systems and the assumption by the Board of the programs and functions of the Board for State Academic Awards, the reconstituted Board is to be appointed on or before July 1, 1980.

The Board of Higher Education is firmly committed to the principle that students are the focus of the higher education enterprise and that the structure of the public system ultimately should exist to serve their needs and the need of the state for educated citizens. The Board's recommendations for the consolidation of the two-year system and the four-year system and the strengthening of the external degree programs and functions are, therefore, based on the judgment that changes in the size and composition of the student body will be better accommodated through a system which allows for a coordinated approach to meeting the needs of a population that no longer consists of only 18-to-22-year-olds but increasingly includes part-time students, older employed adults, women, minorities and persons seeking education for vocational and career advancement.

As a new decade approaches, the overriding concern of both public and private institutions is how to plan effectively for the significant changes in enrollment patterns predicted by state and national studies. Recent reports by the American Council on Education indicate that between now and 1985 college enrollment will decrease nationally and that the decrease will affect 11 states most severely, of which Connecticut is one.[14] The projected decline in college enrollment is due primarily to a decline in the high school graduate population, the primary source of undergraduate enrollment, and to the net loss of students to institutions in other states. The expected reduction in high school graduates is a result of Connecticut's declining birthrate, the lowest in the nation.

EDUCATIONAL OPPORTUNITY: ACCESS AND AID

The goals of higher education in the state of Connecticut include ensuring "that no qualified person be denied the opportunity for higher education on the basis of age, sex, ethnic background or social, physical or economic condition."

To provide equity for Connecticut's citizens seeking higher education, however, requires much more than non-discrimination. Educational opportunities must be affordable, diversified, of good quality, available within a reasonable distance, and buttressed by adequate support services.

Universal Access. Over the past two decades, there has been an increased philosophical and financial commitment on the part of the federal government and many states to universal access to higher education. The Carnegie Commission in 1973 used universal

[14]Arkansas, Connecticut, Illinois, Iowa, Kentucky, Minnesota, New Jersey, New York, North Dakota, Ohio, and Pennsylvania.

access to mean providing opportunities for two years of higher education at low or no tuition within commuting distance of a substantial majority of citizens. The Commission distinguished between universal access and pressures for universal attendance; it regarded the latter as wasteful of resources and confining for students.

Since 1958, Connecticut, one of the smallest and most densely populated states in the nation, has made remarkable progress toward providing universal access to higher education. By 1968, 87 percent of Connecticut's residents were within reasonable commuting distance of an open access institution--the highest percentage of any state in the nation. Since 1968, five additional two-year public colleges have been established, all of which are considered open access institutions. In the fall of 1968, 56,485 students were enrolled in the public system. By the fall of 1978, 93,731 students were enrolled. More than 60 percent of this growth occurred in the regional community colleges which went from 8,980 students in 1968 to 33,342 students in 1978. Connecticut's high school graduation rate is 10 percent higher than the national average. Although the proportion of high school graduates who continue on to some form of postsecondary education has decreased in recent years, more than one-half of today's graduates do continue their education.

Who Participates. The number of minorities, women and older adults in higher education has increased markedly in this period. In 1968 about 44 percent of community college students in Connecticut were older than 21. By 1978, this older group constituted 63 percent. By 1978 also, women accounted for 51 percent of the total enrollment in Connecticut higher education.

In the area of minority enrollment, however, universal access is far from a reality. While Connecticut's institutions of higher education have increased the number of minority students enrolled, the proportion is still below representative levels, particularly at public senior institutions and for Hispanic students. At the graduate level, minority enrollment is substantially unrepresentative at both public and private institutions.

Attrition. Through the process of extending access, students who were formerly classified as nontraditional--part-time students, older adults, women and minorities--now constitute the new majority but their retention and graduation rates are far lower than those of traditional students. Attrition is a major problem. Current retention and graduation rates for women are 10 percent lower than those for men, and minority students have retention and completion rates which are 16 percent lower than those of whites.

The growth of the community colleges has provided access for large numbers of people. Once in the system, many of these students want to continue their education beyond a two-year program. Problems in the transfer of credits and the lack of upper division spaces, particularly in high demand career-oriented programs, often limit these students in their pursuit of a four-year degree at Connecticut's public institutions, in particular at the University of Connecticut. Transfer is complicated by 1) enrollment ceilings in high demand programs at the University, e.g., business and nursing, 2) different admissions requirements for students transferring from community or technical colleges than the requirements for students who began their education at the University branch campuses and wish to enter the junior year at the Storrs campus, and 3) the lack of systemwide policies which clarify admissions standards and course requirements.

These problems are not new. Transfer has been an issue in Connecticut higher education for many years. It was discussed extensively in the master plan for higher education completed in 1974; in 1976 a committee composed of admissions officers and counselors (CONNSTAC) attempted to formulate an acceptable transfer policy; and in 1977, the Board of Trustees of the Regional Community Colleges developed a proposal for a statewide transfer agreement. Despite these efforts, the state system of higher education still does not have an equitable articulated transfer policy which has been endorsed by all constituent units, and qualified students are still being denied access.

Another barrier to access and choice for Connecticut students is related to the separate structures for community and technical colleges. A recent survey of community colleges in 29 states, conducted by the University of Florida Institute of Higher Education, indicates that 86 percent, or 25 of those states, have a single comprehensive governance structure for transfer, technical, career, and occupational programs. Only four of the states surveyed--Connecticut, Arkansas, Georgia and Ohio--maintain separate community and technical college systems.

In Connecticut, the community colleges offer transfer (arts and sciences) and career programs. The technical colleges offer programs in highly technical fields, e.g., manufacturing engineering technology, electrical engineering technology and environmental engineering technology.

The programs offered by the technical colleges are rigorous. The high attrition rate in the state's technical colleges underscores the difficult nature of these programs. For example, in the fall of 1977, 867 students were enrolled at Hartford State Technical

College. In the spring of 1978, Hartford State Technical College had only 658 enrolled, a decrease of 24 percent. Technical college administrators estimate that approximately 40 percent of those who begin a technical college program do not complete such a program. Unfortunately, since the technical programs are isolated from those offered at the community colleges, many of these students are not made aware of the other educational opportunities which may be available to them.

The converse is also true. Many students enrolled at community colleges are capable of participating in the programs offered at the technical colleges, but often they have no knowledge of these opportunities. Furthermore, technical colleges operate on a quarter system and the community colleges operate on a semester system. Even if students in one system are aware of courses available in the other system, differences in institutional calendars make it difficult to enroll simultaneously in offerings at both a technical and a community college. The existence of separate structures for community and technical colleges inhibits student choice.

In addition to limiting access, the present structure affects program flexibility, the sharing of facilities and faculties, and often is unresponsive to the needs of business and industry. It is frequently not clear which set of institutions should be offering some programs. The institutions involved not infrequently spend many hours debating who should provide the program while the program need goes unmet.

A significant barrier limiting student access is related to counseling and special services. As society has increased in complexity, the number of educational programs and career options has increased. Students need guidance in making intelligent educational and occupational choices, particularly women returning to college in order to prepare for a career and persons whose academic preparation was inadequate. If the state's colleges are to serve students effectively, they must provide counseling which is accessible and offered by competent personnel. This requires counselors who are aware of opportunities available in other institutions as well as in their own institution.

The need for developmental education has also grown in recent years. Many people blame the inadequacies of the public school system for this increased need to provide remedial education at the postsecondary level. Regardless of the reason for the problem, many individuals who could ultimately benefit from higher education

require remedial programs before they are able to succeed at college-level work. Although these programs may at first appear to be an unnecessary cost to the state, they eventually pay for themselves. Special programs are also essential if educational opportunities are to be provided for the state's growing Hispanic population. Many students from the Hispanic community will require specialized language programs if they are to secure the advantages of higher education.

Presently, only limited support services are available in Connecticut's public higher education institutions. Each unit has some provision for developmental education. These remedial programs are limited at the senior institutions and the technical colleges. They are more extensive, although far from adequate, at the community colleges. With limited financial resources, cooperative planning is needed to improve the delivery of these services. The changes in both educational policy and structure recommended in this report can help to facilitate the planned development of support services and should result in greater equity and equality of educational opportunities.

Student Financial Assistance. Connecticut offers a variety of programs to provide financial assistance to undergraduate and graduate students enrolled full-time or part-time at in-state and out-of-state institutions, both public and private. Through contractual arrangements with other states, the state provides a limited number of spaces in highly selective programs such as optometry and veterinary medicine. Connecticut is one of 26 states which provide general appropriations support to independent institutions. These institutions enroll approximately 40 percent of the students attending college in Connecticut; a figure considerably higher than the national average. The number of separate state-supported student aid programs in Connecticut is excessive. The programs frequently overlap in terms of administrative responsibilities and are inconsistently administered. They exist as the reflection of individual efforts to secure aid for various portions of the student population. Programs such as the State Scholarship Program, while open to all Connecticut students, tend to be inaccessible to disadvantaged students.

Program Quality. Issues of access cannot be separated from questions of program quality, program availability and adequate financial support. Access to substandard or irrelevant programs is not meaningful access. The "quality" of a program, institution, or system, however, is very difficult to assess and, for the most part, such assessments are subjective. However, to the extent that quality is correlated with expenditures--higher salaries, lower faculty-student ratios, more support staff--the relative allocation of state resources for higher education can be considered indicative of quality.

In that regard, Connecticut does not compare favorably to other states. A recent report, based on 1977 census data, placed Connecticut 45th in state spending for higher education per capita and 47th in terms of dollar support as a percent of state income. Similarly, a 1976 study indicated that although Connecticut ranked 7th in the nation in terms of tax capacity and 11th in terms of tax revenue, it ranked 48th in terms of appropriations to higher education as a percent of tax revenue.[15] Although state support allocated to the University of Connecticut and the Health Center at that time was ranked substantially above the national average, appropriations to the state colleges were 43 percent below average, the two-year institutions 23 percent below average and other state professional schools 34 percent below average.[16]

Another possible indicator of quality is peer review. In 1974 the American Council on Education conducted a study based on the graduate departments which were highly rated by faculty members. Connecticut ranked 6th in the nation in the number of quality graduate programs. However, all departments achieving that rating were located in the independent sector.

Also, the amount of federal funds received for research and development by institutions of higher education is frequently assumed to be an indicator of quality. In 1974 Connecticut ranked 13th in federal research funds, the fourth highest in the country relative to population. However, 82 percent of the funds awarded to Connecticut went to independent institutions.

Some of these studies are not new and thus do not reflect the recent growth of the University Health Center. They suggest, however, that much more needs to be done if the state is to meet its statutory goal of maintaining "standards of quality ensuring a position of national leadership for state institutions of higher education."

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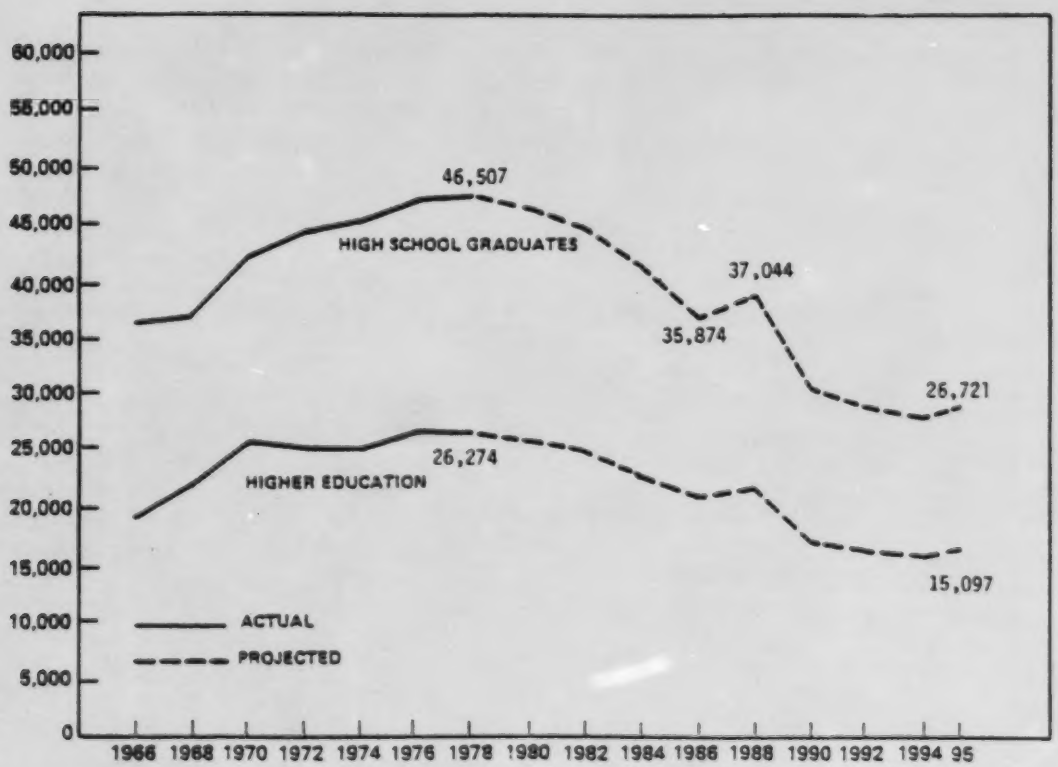
[15]William McEachern, "Tax and Expenditure Limitations in Connecticut," Discussion Tables for Legislators' Conference, December 18, 1978. D. K. Halstead, *Tax Wealth in Fifty States*, National Institute of Education, 1978, p. 62.

[16]M. McCoy, D. K. Halstead, *Financing Higher Education in the Fifty States: Interstate Comparisons for FY 76*, National Institute of Education (in press).

ENROLLMENT ISSUES

Using preschool, elementary and secondary school grade-to-grade transition rates, the number of high school graduates can be projected with a reasonable degree of accuracy for the next 18 years. Since these populations already have been born and most are currently enrolled in school, variations in the number of high school graduates will result only from changes in the high school dropout rate, mortality rate, or changes in migration patterns. Based upon an analysis of grade-to-grade transition rates and the number of students presently enrolled at each grade level, the number of high school graduates in Connecticut is expected to drop approximately 23 percent by 1986 and 43 percent by 1994.

FIGURE 1
CONNECTICUT HIGH SCHOOL GRADUATES
1966 - 1995



In addition to the decline in the number of high school graduates, a decrease in the percentage of high school graduates who participate in higher education may occur also. In 1971 approximately 60 percent of high school graduates went on to institutions of higher education; by 1978 the number had declined to 56 percent. The reasons most commonly given for decreasing participation rates include an increasing vocational orientation among students, decreasing salary differences between college and high school graduates, the rising cost of a college education, the end of the Vietnam War and student draft deferments, and an increasing acceptability of noncollege alternatives for the traditionally college bound. Participation rates may be diminished even more severely if current plans of the military to recruit one third of the 18-year-old male high school graduates annually are successful.

In Connecticut the declining population of 18-year-olds available for higher education will be further reduced by the loss of a large number of potential students to institutions of higher education in other states. Connecticut has historically been a net exporter of students. Since the earliest national migration study in 1938, the state has been among the five states with the highest net loss of students to other states. In 1958, 39 percent of Connecticut student residents left the state to pursue higher education. Ten years later the figure was still 36 percent despite the establishment of six new community colleges, and in 1975 the figure was 32 percent. Connecticut is the only New England state with a net loss of students to other states. (Table II.) In addition, Connecticut enrolls the lowest percentage of residents from other New England states and from those states which are the greatest exporters of students to New England.

It has been suggested that as a result of rising college costs many students who previously may have been able to attend out-of-state institutions may choose to remain in Connecticut. Although this may well occur, other states are also likely to retain more of their own residents, thereby reducing both in- and out-migration. Thus, the net result may be little overall change.

Some observers believe that increased enrollment among older and nontraditional students will moderate or offset the factors affecting enrollment. However, Board of Higher Education projections for higher education indicate that these enrollments will fall far short of filling the gap which will result from the decrease in high school graduates. Although adult part-time enrollment has grown in recent years, national studies indicate that the period of rapid growth in adult participation appears to have passed. Furthermore, three or four part-time students are needed to make up for the loss of one full-time student. Additionally, the administrative costs of enrolling part-time students are relatively higher than for full-time students.

TABLE II

NET MIGRATION OF ALL UNIVERSITY AND COLLEGE STUDENTS[1]
IN THE SIX NEW ENGLAND STATES: 1975, 1968, 1958

State	Student Residents[2]	Out-Migration	In-Migration	Net
1975				
Connecticut	177,204	56,921	27,894	-29,027
Maine	40,193	10,425	11,117	692
Massachusetts	351,373	64,826	98,472	33,646
New Hampshire	35,825	14,140	19,256	5,116
Rhode Island	57,049	11,917	19,480	7,563
Vermont	22,098	7,262	14,433	7,171
1968				
Connecticut	118,806	43,281	22,156	-21,125
Maine	20,689	6,765	7,567	802
Massachusetts	203,212	42,931	80,247	37,316
New Hampshire	18,356	7,617	12,268	4,651
Rhode Island	30,048	8,650	12,120	3,470
Vermont	10,711	3,951	10,166	6,215
1958				
Connecticut	46,072	18,123	11,160	- 6,963
Maine	9,451	3,338	3,668	330
Massachusetts	91,372	18,032	40,092	22,060
New Hampshire	7,843	3,093	5,096	2,003
Rhode Island	10,415	3,599	6,227	2,628
Vermont	4,903	1,856	5,317	3,461

[1] Peterson, R.J., Smith, C.R., *Migration of College Students*. Washington, D.C.: National Center for Education Statistics, 1975.
Gossman, C.S., Nobbe, C.E., Patricelli, T.J., Schmid, C.F., and Steahr, T.E., *Migration of College and University Students in the United States*. Seattle: University of Washington Press, 1968.
American Association of Collegiate Registrars and Admissions Officers. *Home State and Migration of American College Students: Fall 1958*.

[2] Students residing in the state who are studying in or out of the state.

The Changing Population. Although older adults returning to college or enrolling as first-year students will not completely offset the effects of the vanishing 18-year-olds, they are and will continue to be a significant component of the student population. Although there are no systemwide figures available on age levels of students, reports from the Connecticut Regional Community Colleges show that 44 percent of their students were older than 21 in 1972, 58 percent in 1976, and 63 percent in 1978. The increase in numbers of students enrolled part-time also indicates that the average student will tend to be beyond traditional college-going age.

It would appear that more potential students are delaying enrollment decisions. Nationwide, the time elapsed between high school graduation and college enrollment has increased. In 1973, only 20 percent of high school graduates had waited one to four years before enrolling, and 17 percent had waited five or more years. By 1976, approximately 30 percent of high school graduates had waited from one to four years before enrolling, and 19 percent had delayed entry five or more years. Similar figures are not available for Connecticut. However, part of the decrease in the state's college-participation rate of high school graduates may be related to delayed entry.

The *Chronicle of Higher Education* reports that the percentage of women enrolling in higher education was 48.8 percent in 1977, 40 percent in 1967, and approximately 33 percent in 1947. The majority (51.6 percent) of 1977 freshmen were women, with greatest participation at the two-year college level. Some national studies speculate that the enrollment of women has reached its limits. Although the enrollment of women has increased, completion rates for females continue to be below the retention rates for males.

In Connecticut the enrollment of women increased from 40,023 in 1968 to 70,284 in 1978. While part-time enrollments of men increased from 20,688 to 27,490, an increase of 33 percent, enrollments of women as part-time students increased from 14,496 to 29,784, up 105 percent. The enrollment of women as a percentage of those attending classes part time (not including unclassified students) increased from 42 percent to 52 percent in the same decade. Overwhelmingly, female part-time students chose community colleges, increasing their enrollment from 1,155 in 1968 to 11,068 in 1978.

Another potential change in the college population may be an increase in minority enrollment in the next decade. The college-age population will shrink during the 1980s, and also--because specific subgroups of the population had different birthrates in

the recent past--the proportion of whites in the population will change. In 1965, nonwhites constituted 12 percent of the college-age group; in 1975, 14 percent; and in 1985, they are predicted to constitute 17 percent. If present trends continue, the nonwhite portion of the college-age population will peak in 1996-97 at 19 percent.

If current national and statewide trends persist, college students in the 1980s will be scarcer and older. A greater proportion of students will attend part-time, and there will be a higher proportion of women, minorities, older students and students who have postponed college entry for several years after high school.

Enrollment Trends in Connecticut: 1968-1978. Between 1968 and 1978, total enrollment in Connecticut institutions of higher education increased 44.5 percent, from 106,385 to 153,710 students. During this time period, full-time enrollment increased 21 percent, while part-time enrollment increased 89 percent. By 1978, part-time enrollment constituted 45.9 percent of all enrollment, up from 35 percent in 1968. (Figure 2.) The enrollment of women also has been a substantial growth area, with women comprising 37.9 percent of enrollment in 1968 and 46 percent in 1978. Overall, the greatest growth area has been in female part-time enrollment. Although male full-time students continue to be the largest enrolling group, there has been a decrease of 15 percent from the 1971 peak of 50,485 male students enrolled full time.

In the public sector, excluding the U.S. Coast Guard Academy, total enrollment has increased 65.9 percent from 56,485 in 1968 to 93,731 in 1978. Full-time enrollment has increased 29.6 percent, while part-time and unclassified enrollment has increased 133.3 percent.[17]

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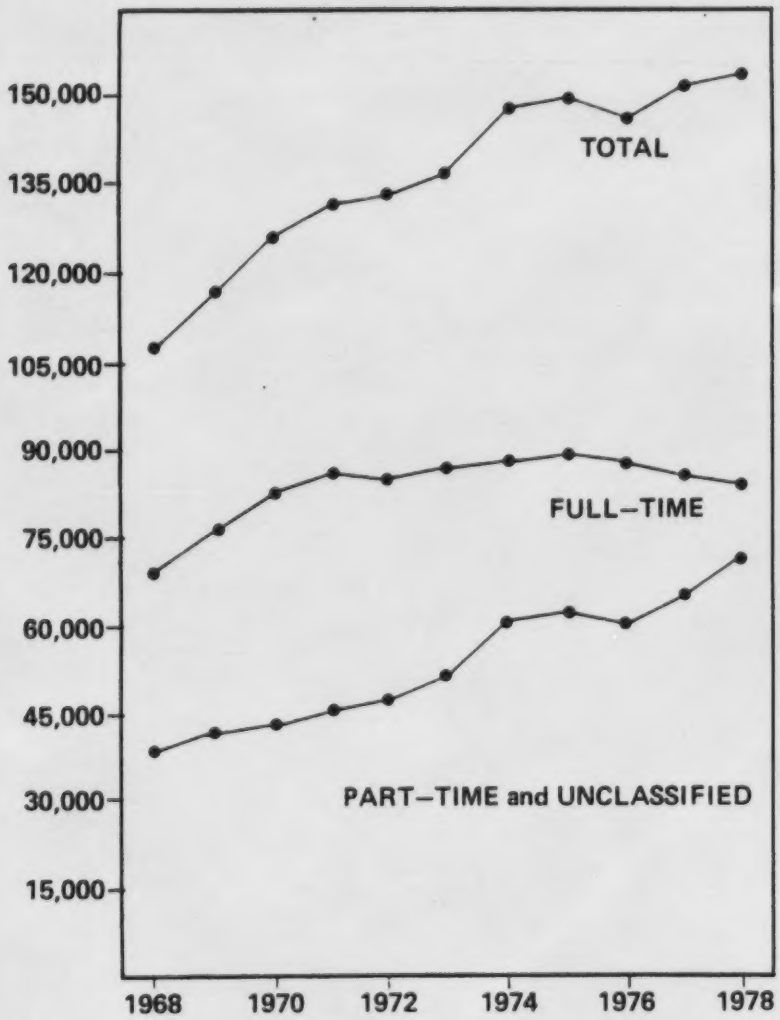
[17]The Higher Education General Information Survey (HEGIS) defines an unclassified student as one who is not a candidate for a degree or other formal award, but is registered in credit-bearing courses along with degree-candidates. In actual practice, however, the application of this definition has varied considerably over time, both within and among institutions. For example, in many instances the trend lines for part-time enrollment are mirror images of the trend lines for unclassified enrollment. Given this ambiguity, the part-time and unclassified categories have been combined into a single category in this report.

FIGURE 2
CONNECTICUT HIGHER EDUCATION
TOTAL ENROLLMENT
Public and Independent Institutions
1968-1978



Source: Higher Education General Information Surveys, 1968-1978.

Community College Enrollment. A substantial portion of the increase in part-time enrollment has occurred as a result of the sharp growth of the regional community colleges. Over the 10-year period, six new community colleges were opened and total enrollment at the regional community colleges increased from 8,980 in 1968 to 33,342 in 1978, or 271.3 percent. (Figure 3.)

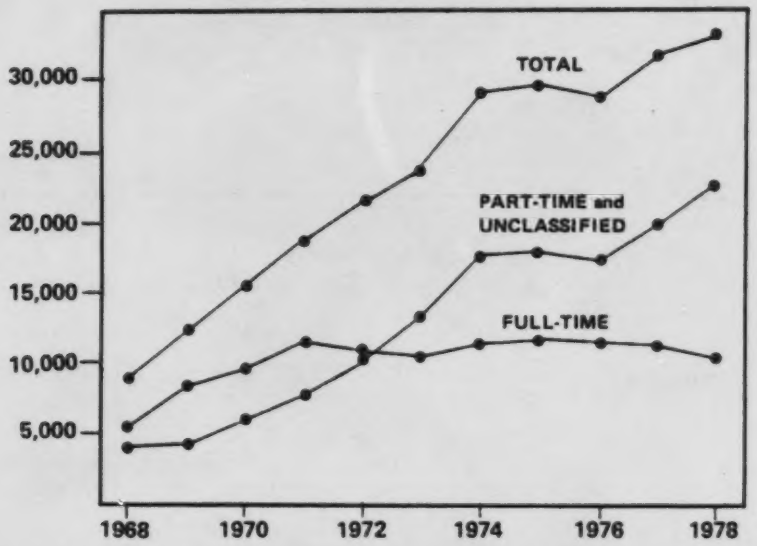
State Technical College Enrollment. Enrollment in the state technical colleges, though increasing, has fluctuated considerably during the 10-year period. Peak enrollment of 6,854 was attained in 1974. The most marked fluctuations have occurred in part-time and unclassified enrollment which together have increased 54 percent between 1968 and 1978. (Figure 4.)

State College Enrollment. State college enrollment has increased from 25,519 in 1968 to 31,659 in 1978. Of this overall increase of 24 percent, 23.7 percent occurred between 1968 and 1970. Full-time enrollment grew between those years, stabilized at approximately 20,000, and began a slow decline starting in 1975. A sharp decrease in part-time graduate enrollment since 1975 appears due to a change in the definition of unclassified students. The number of full-time graduates and part-time undergraduates has remained fairly stable since 1970. (Figure 5.)

University of Connecticut Enrollment. At the University of Connecticut, total enrollment (including the branch campuses and professional schools) increased 26.6 percent, with the peak year in 1975. Unlike the other public colleges and the private sector, part-time enrollment at the University of Connecticut has remained stable. Part-time enrollment together with unclassified enrollment account for less than 20 percent of the total enrollment. Between 1968 and 1972, part-time graduate enrollment had been on the decline; however, since 1973, it has risen moderately and has since stabilized. Full-time graduate enrollment had increased 38.9 percent between 1968 and 1970, but since then has been relatively stable. (Figure 6.) Enrollment at the five University of Connecticut branches has fluctuated widely over the 10-year period. Total enrollment peaked in 1971 and was followed by a sharp decline over the next two years. This trend prevailed for all but the Stamford branch. With the exception of Stamford, enrollment at the branches does not exceed 1970 levels. However, Stamford has shown an increase of 58.8 percent.

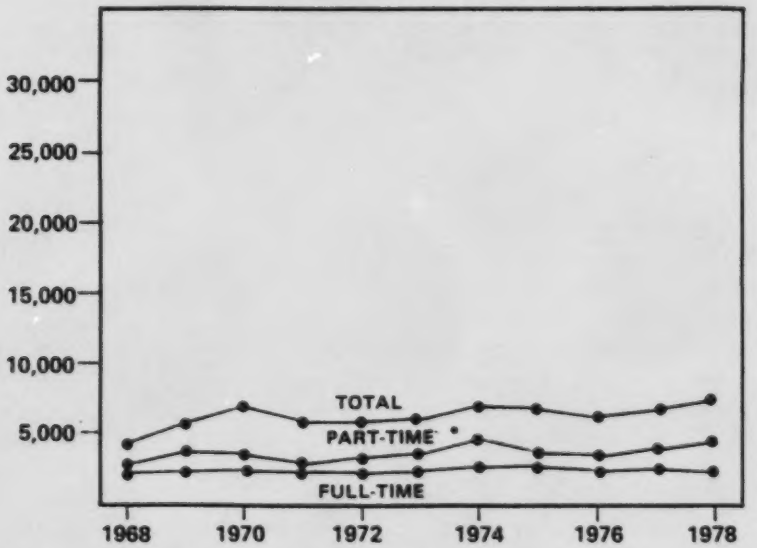
Independent Institution Enrollment. Total enrollment in Connecticut's private institutions has increased at less than one-third the rate of public institutions during the 10-year reporting period. Almost all the full-time enrollment increase took place between 1968 and 1970, with 1978 full-time enrollment only 3.5 percent above the

FIGURE 3
CONNECTICUT REGIONAL COMMUNITY COLLEGES
ENROLLMENT 1968-1978



Source: Higher Education General Information Surveys, 1968-1978.

CONNECTICUT STATE TECHNICAL COLLEGES
ENROLLMENT 1968-1978



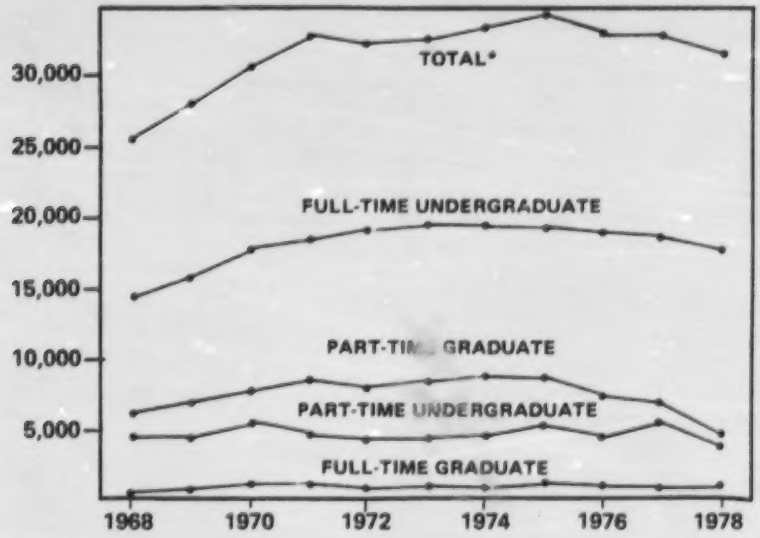
Source: Higher Education General Information Surveys, 1968-1978.

* Includes unclassified students.

FIGURE 4

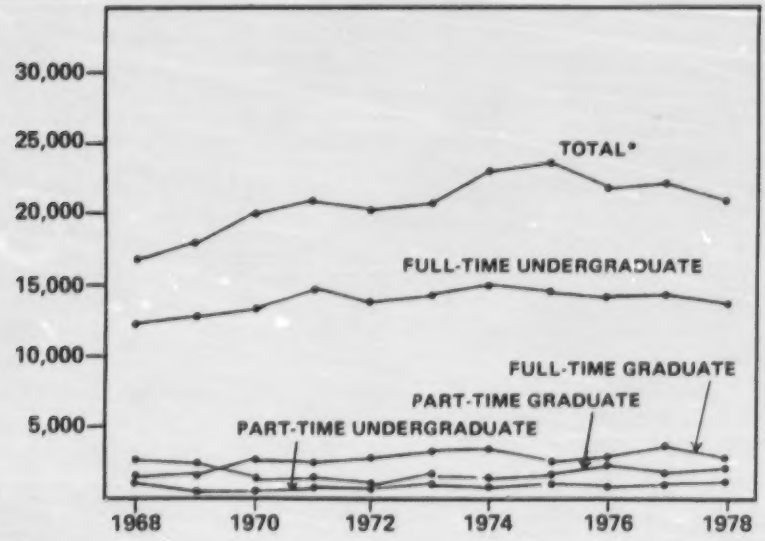
FIGURE 5

CONNECTICUT STATE COLLEGES ENROLLMENT 1968-1978



* Includes unclassified students.
Source: Higher Education General Information Surveys, 1968-1978.

UNIVERSITY OF CONNECTICUT ENROLLMENT 1968-1978



* Includes unclassified students.
Source: Higher Education General Information Surveys, 1968-1978.

FIGURE 6

1970 figure. Since 1968, five private institutions have closed, and two private institutions have merged with other institutions.

ENROLLMENT PLANNING

The impact of the decline in high school graduates, combined with out-migration, can be illustrated as follows: in 1978, of 46,507 Connecticut high school graduates, 26,274, (56%) enrolled in institutions of nigher education. Of these, 12,335 (47%) chose out-of-state institutions and 13,939 (53%) in-state institutions. If the net result of student migration remains constant, and there is no reason to believe it will not, by 1994 there would be 26,509 (43% fewer) high school graduates, of which 14,977 (56%) would be expected to continue on to higher education--7,024 (47%) to out-of-state institutions and 7,953 (53%) to in-state institutions. Thus, in 1994, if present trends continue, there could be 6,000 fewer high school graduates enrolling as freshmen in Connecticut public and independent institutions of higher education than there were in 1978.

The implications for Connecticut institutions of a population reduced from 13,939 in 1978 to a possible 7,953 in 1994 are far-reaching. An annual reduction of 6,000 could result in a deficit approaching 20,000 or more over a four-year period. The impact on the institutions may be intensified because recent high school graduates make up the bulk of full-time enrollments.

Recent BHE projections which take into consideration both the decline in high school graduates and the increasing adult population indicate that varying degrees of enrollment decline will occur at each of the constituent units. These projections assume that institutions continue to rely on the same proportion of high school graduates as they have in the past and that no significant changes in admissions policies will be instituted.

Full-time equivalent enrollment is projected to decline 18.9 percent at the University of Connecticut by 1985 and further decline for a total loss of 36.7 percent by 1995. The state colleges are projected to undergo a 7.6 percent enrollment loss by 1985, with a loss of 24.3 percent predicted by 1995. During this same period of time, community college enrollment is projected to decrease 4.4 percent and 8.2 percent, respectively, and state technical colleges are projected to decrease enrollment 6.1 percent by 1985 and 11.8 percent by 1995.

The Need to Plan. A comprehensive enrollment planning process must be considered as a mechanism for addressing these problems. Comprehensive enrollment planning could increase systemwide flexibility, help to ensure the maintenance of quality programs and provide broader access for Connecticut residents.

During a time of diminishing resources, initiating new and more attractive programs may require that existing resources be reallocated away from areas of past emphasis. One of the problems associated with changing program emphasis involves fixed resources and overhead expenses which may no longer be justified (e.g., tenured faculty in low-demand areas). This limits the ability of institutions to offer new programs which are in high demand because resources are limited. Given the traditional nature of academic programs and delivery systems in Connecticut, new programs and new delivery systems will be required to meet the needs of nontraditional students. In light of the fixed cost of maintaining existing programs, such new program development would require additional resources to be allocated to higher education. However, although short- and long-term economic projections for Connecticut indicate that Connecticut may escape the worst effects of the current recession and that there will be a modest but continuing growth of the state's economy, this growth may not be sufficient to permit additional allocations to higher education.

As a result of a stringent fiscal situation and concern about the decreasing number of students, some institutions will turn to aggressive marketing techniques to maintain their enrollments. The more rational approach would be for the Board of Higher Education to develop a process of enrollment planning for the public institutions which would establish parameters on an institution-by-institution basis in cooperation with the governing boards. Such parameters would be based on an institution's overall mission, its strengths, and its capacity for maintaining sufficient enrollment to sustain existing programs. In some cases, present enrollment levels cannot be maintained. By establishing a planning process now, a decrease in an institution's overall size can be carried out in a planned, orderly manner so that areas of excellence and quality can be maintained, and necessary retrenchment achieved through the normal faculty attrition and retirement processes.

In order to address the concerns described in this section, the Board has recommended the establishment of enrollment parameters, transfer articulation programs, cooperation between the independent and public sectors and a feasibility study for the institution of a

unified admissions/application process. The Board has resolved[18]

- to implement an enrollment planning process establishing specific enrollment parameters on an institution-by-institution basis and

- that these parameters be based on the specific role and mission of each institution, on Connecticut's changing demographic characteristics, and on available fiscal resources.

In order to maintain programs of quality and provide students with adequate higher education facilities within a reasonable distance, it will be necessary to limit enrollments at some institutions so that there will be sufficient students and resources at other institutions to warrant continued operation. The Board has, therefore, resolved to

- explore appropriate ways to ensure cooperation between the independent and public sectors in a statewide enrollment planning process.

In addition to the need for enrollment ceilings, the development of a well-defined program of transfer articulation between two-year and four-year institutions is essential. This program would ensure that all students in good standing, completing two-year transfer programs would be admitted to four-year institutions with junior standing. This would necessitate improved planning within and between academic departments and institutions to ensure that programs necessary at the freshman and sophomore levels are provided at two-year institutions or, when this is not possible, that specific curricula are changed to address this problem. Currently, in several curricular areas, students with two-year degrees are often required to spend extra semesters at four-year institutions in order to complete the required course sequence. More comprehensive planning can alleviate this problem.

A change in the ratios of upper-division to lower-division students at the senior institutions is also necessary for the implementation of improved transfer articulation. It is anticipated that more students will begin their higher education at two-year institutions, and will then transfer to four-year institutions. Therefore, in order to be better able to accommodate these students in upper divisions, it may be necessary to eliminate some lower-division spaces at four-year

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[18]The text of the Board's resolution on enrollment planning is contained in Appendix C.

institutions. Therefore, the Board has resolved

- that a program be established which guarantees access to an upper-division program at a senior institution to those students who have graduated from a two-year transfer program, although admission to a specific institution or program cannot be guaranteed and

- that the ratio of lower-division enrollment at the senior institutions be modified by the Board of Higher Education in order to accommodate additional two-year transfer students.

A study to examine the practicality and economic feasibility of instituting a unified admissions process and/or a unified application form should be undertaken. Such an approach could better serve students by reducing the number of necessary separate applications while also reducing the burden on admissions officers throughout the state.

Through a coordinated admissions/application process, students could be provided with a wider range of information on programs available in Connecticut which are most likely to meet their needs. Therefore, the Board recommends

- that a unified admissions/application process be studied for Connecticut's public institutions of higher education.

MINORITY ENROLLMENT

At the present time, reliable estimates of Connecticut's minority populations are not available, particularly for Connecticut's Hispanic population. Based on the 1970 Census of Population, the U.S. Department of Commerce estimated that 6 percent of Connecticut's total population is black and 2.4 percent are persons of Spanish language.[19] A report by the Connecticut Labor Department, *Annual Planning Report for Fiscal Year 1979*, estimated the population of Connecticut to be approximately 3,161,400 as of July 1, 1977,with 7.3 percent black and 5 percent belonging to "other" minority groups.[20] The Hispanic population was distributed between black and white groups in that report.

These figures suggest that the black population has grown more rapidly than the white population in recent years. La Casa de Puerto Rico, a community-based research, program planning and technical assistance corporation in Hartford, maintains that Hispanics are the nation's fastest growing minority and the largest minority in Connecticut, comprising 8 percent of the total Connecticut population. Although that percentage cannot be verified, a reasonable assumption can be made that the Hispanic population is now considerably larger than the 1970 Census estimate of 2.4 percent because of a birthrate which exceeds that of the white population and the increased migration of Hispanics to Connecticut.

If one extrapolates the 1970 census data on 10- to 14-year-olds in order to estimate the size of Connecticut's current 18- to 22-year-old population, black and Hispanic persons would make up between 9 and 10 percent of the traditional college-age group. However, the State Department of Education has reported that minority students now comprise 16.4 percent of all students enrolled in Connecticut's elementary and secondary schools. This could reflect undercounting of minorities by the census or the effects of continued in-migration. It is reasonable to assume that minorities currently constitute between 9 and 16 percent of Connecticut's college-age population. This growing percentage of minority students within the public school system may further compound higher education's enrollment shortfall in the next decade. Unless larger numbers of minority students successfully complete high school, there will be even fewer graduates in the years ahead, further reducing the numbers of college prospects.

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[19]Persons of Spanish language included "persons of Spanish mother tongue and all other persons in families in which the head of household reported Spanish as his or her mother tongue."

[20]"Other" includes all persons not categorized as black or white.

Undergraduate Enrollment. The percentage of minority students enrolled as full-time undergraduates at public and private institutions of higher education in Connecticut increased from 4.9 percent in 1970 to 9.1 percent in 1978. (Table VI-A). At public institutions the proportion of black students increased 1.5 percent; Hispanic students .7 percent and "other" students .8 percent for a total increase of 3 percent. Independent institutions had greater gains in minority enrollment than public institutions, going from 5 percent to 10.9 percent of full-time undergraduate enrollment. Foreign students, now reported in the "other" category accounted for the majority of this increase.[21]

Within the public sector, the proportion of minority students is higher in the two-year institutions--the community and technical colleges--and has increased more rapidly. Black and Hispanic students continue to be underrepresented at the University of Connecticut and the state colleges relative to their proportions in the college-age population.

Overall, an enrollment of 9.1 percent full-time undergraduate minority students in Connecticut institutions would not appear to be far below what might be considered proportional. However, it is important to note that there is low minority representation in the public senior colleges and that a large part of the minority enrollment in the private sector can be attributed to foreign student enrollments. The proportion of Hispanic students in particular is significantly less than available estimates of the percentage of Hispanics in the Connecticut population. (Table III.)

While historical data are not available on part-time undergraduate enrollment, the proportion of minority students in part-time undergraduate programs in 1978 was somewhat greater than in full-time programs. This results almost entirely from the very substantial numbers of part-time community college students compared to the number of part-time undergraduates at other institutions. (Table IV.)

Graduate Enrollment. In 1978, minority students accounted for 14.6 percent of all full-time graduate enrollment in Connecticut institutions. Black and Hispanic students each accounted for 2.7 percent of this population, while 9.2 percent were in the "other" minority category which includes foreign and Oriental students. (Table V.)

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[21]Additional tables relating to enrollment are included in Appendix E.

TABLE III
MINORITY ENROLLMENT: 1978
As a Percentage of Full-Time Undergraduate Students

	Total		Black		Hispanic		Other	
	No.	%	No.	%	No.	%	No.	%
Univ. of Connecticut	756	5.5	489	3.6	147	1.1	120	0.9
State Colleges	807	4.6	431	2.4	153	0.9	223	1.3
Community Colleges	1,714	16.0	1,219	11.4	301	2.8	194	1.8
State Technical Coll.	227	9.9	124	5.4	51	2.2	52	2.3
U.S. Coast Guard	54	5.9	10	1.1	15	1.7	29	3.2
Public Total	3,558	7.8	2,273	5.0	667	1.5	618	1.4
Private 4-Year	3,110	10.7	1,423	4.9	557	1.9	1,130	3.9
Private 2-Year	118	18.6	27	4.3	9	1.4	82	12.9
Private Total	3,228	10.9	1,450	4.9	566	1.9	1,212	4.1
Total	6,786	9.1	3,723	5.0	1,233	1.6	1,830	2.4

TABLE IV
MINORITY ENROLLMENT: 1978
As a Percentage of Part-Time Undergraduate Students

	Total		Black		Hispanic		Other	
	No.	%	No.	%	No.	%	No.	%
Univ. of Connecticut	83	5.8	29	2.0	36	2.5	18	1.3
State Colleges	273	4.4	119	1.9	52	0.8	102	1.6
Community Colleges	2,704	12.0	1,939	8.6	561	2.5	204	0.9
State Technical Coll.	430	9.4	248	5.4	137	3.0	45	1.0
Public Total	3,490	10.0	2,335	6.7	786	2.3	369	1.1
Private 4-Year	991	7.5	688	5.2	182	1.4	121	0.9
Private 2-Year	47	9.5	34	6.9	9	1.8	4	0.8
Private Total	1,038	7.5	722	5.2	191	1.4	125	0.9
Total	4,528	9.3	3,057	6.3	977	2.0	494	1.0

TABLE V
MINORITY ENROLLMENT: 1978
As a Percentage of Graduate Students

Full-Time	Total		Black		Hispanic		Other	
	No.	%	No.	%	No.	%	No.	%
Univ. of Connecticut	122	6.0	62	3.1	43	2.1	17	0.8
State Colleges	12	1.8	5	0.8	3	0.5	4	0.6
Public Total	134	5.0	67	2.5	46	1.7	21	0.8
Private 4-Year	815	21.2	106	2.8	130	3.4	579	15.0
Full-Time Total	949	14.6	173	2.7	176	2.7	600	9.2
Part-Time								
Univ. of Connecticut	110	3.2	32	0.9	39	1.1	39	1.1
State Colleges	152	2.2	91	1.3	23	0.3	38	0.5
Public Total	262	2.5	123	1.2	62	0.6	77	0.7
Private 4-Year	647	6.5	318	3.2	125	1.3	204	2.1
Part-Time Total	909	4.5	441	2.2	187	0.9	281	1.4
Total	1,858	6.9	614	2.3	363	1.4	881	3.3

TABLE VI
MINORITY ENROLLMENT: 1978
As a Percentage of First-Time Professional Students

Full-Time	Total		Black		Hispanic		Other	
	No.	%	No.	%	No.	%	No.	%
Univ. of Connecticut	49	5.2	27	2.8	12	1.3	10	1.1
Private Institutions	227	14.8	93	6.0	73	4.7	61	4.0
Full-Time Total	276	11.1	120	4.8	85	3.4	71	2.9
Part-Time								
Univ. of Connecticut	14	6.4	8	3.7	4	1.8	2	0.9
Private Institutions	7	3.1	2	0.9	0	0	5	2.2
Part-Time Total	21	4.7	10	2.3	4	0.9	7	1.6
Total	297	10.1	130	4.4	89	3.0	78	2.7

TABLE VI-A
MINORITY ENROLLMENT 1970-1978

As a Percentage of Full-Time Undergraduate Students

	1970				1972				1974				1976				1978			
	Total	Black	Hispanic	Other*	Total	Black	Hispanic	Other*	Total	Black	Hispanic	Other*	Total	Black	Hispanic	Other*	Total	Black	Hispanic	Other**
University of Connecticut	4.9	3.3	0.3	1.3	4.4	3.2	0.5	0.7	3.9	2.9	0.9	0.1	4.1	2.9	0.9	0.4	5.5	3.6	1.1	0.9
State Colleges	2.6	1.8	0.5	0.3	2.7	1.9	0.4	0.3	3.6	2.5	0.8	0.3	4.7	3.1	0.9	0.7	4.6	2.4	0.9	1.3
Community Colleges	8.9	7.1	1.5	0.3	11.9	9.5	2.1	0.3	12.9	10.0	2.4	0.6	14.8	11.6	2.1	1.1	16.0	11.4	2.8	1.8
State Technical Colleges	5.6	3.8	1.8	0	6.7	4.0	2.1	0.6	7.5	5.6	1.6	0.3	7.1	4.5	1.6	1.0	9.9	5.4	2.2	2.3
Public Total	4.9	3.6	0.8	0.5	5.7	4.3	1.0	0.4	6.2	4.6	1.3	0.3	7.1	5.2	1.2	0.7	7.9	5.1	1.5	1.3
Private Four-Year	5.0	3.7	0.9	0.5	6.8	4.7	1.2	0.8	7.8	5.1	1.4	1.2	7.0	4.6	1.5	0.9	10.7	4.9	1.9	3.9
Private Two-Year	4.4	3.2	0.8	0.3	5.6	4.9	0.5	0.2	7.2	6.1	0.9	0.2	10.9	3.5	1.2	6.2	18.6	4.2	1.4	12.9
Private Total	5.0	3.7	0.9	0.5	6.7	4.7	1.2	0.8	7.7	5.1	1.4	1.2	7.1	4.6	1.5	1.1	10.9	4.9	1.9	4.1
GRAND TOTAL	4.9	3.6	0.8	0.5	6.1	4.4	1.1	0.6	6.7	4.7	1.3	0.6	7.1	4.9	1.3	0.8	9.1	5.0	1.6	2.4
	SOURCE: U.S. Office of Civil Rights												SOURCE: HEGIS Reports							

*Other: Includes American Indian and Oriental students.
**Other: Includes American Indian, Alaskan Native, Asian or Pacific Islander and Nonresident alien (foreign) students.

Minority enrollment in the public sector included 67 black, 46 Hispanic and 21 "other" students, representing 5 percent of full-time graduate enrollment. Private institutions enrolled 106 black, 130 Hispanic and 579 "other" students, or 21.2 percent.

In part-time minority enrollments, the public institutions enrolled 123 black, 62 Hispanic and 77 "other" students constituting 2.4 percent of all part-time graduate students. Private institutions enrolled 6.5 percent part-time graduate minority students: 318 black, 125 Hispanic and 204 "other."

Enrollment of black and Hispanic students in both full-time and part-time graduate programs is substantially below a representative proportion of those populations in Connecticut. The high overall minority percentage is due to the large number of foreign students in the "other" category, particularly in the independent institutions.

First Professional Enrollment. Black and Hispanic students are better represented in law, medical and dental schools than in other graduate programs. In all full-time first professional programs, 274, or 11 percent of the 2,490 enrolled students in 1978 were members of minority groups. Of 951 students in the public sector, 2.8 percent were black, 1.3 percent Hispanic, and 1.1 percent were "other" minority groups. (Table VI.) In part-time first professional programs, enrolling 445 students, 21 were minority students, representing 4.7 percent of all enrollments. In the public sector, with 219 students, 3.7 percent were black, 1.8 percent were Hispanic and .9 percent other minorities.

Increasing Participation. The Board of Higher Education is committed to developing a coordinated statewide effort to increase minority participation in higher education, including affirmative action, support services and research programs.[22]

Affirmative Action. Institutions of higher education must increase their efforts to serve the black and Hispanic population in Connecticut. The Board proposes to

- institute an incentive system which would encourage institutions to increase their efforts to attain affirmative action goals;

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[22] The text of the Board's resolution on minority enrollment is included in Appendix C.

- provide greater access for minority and nontraditional students to public four-year institutions through the adoption of a broader transfer policy between public two-year and four-year institutions; and

- design a program to encourage and recruit in-state minority college graduates to undertake graduate work.

Support Programs. One reason why the enrollment of black and Hispanic students in Connecticut's public institutions is not representative of Connecticut's minority population is the lack of adequate support programs. Connecticut has failed to adequately address the needs of students who come from educationally and financially disadvantaged backgrounds, many of whom are minorities. When disadvantaged students enroll in postsecondary educational institutions, the state does provide limited student aid funds to supplement federal student financial assistance funds. Too often, however, these students are poorly advised and poorly prepared when they attempt enrollment in postsecondary educational programs. Because of fiscal constraints, some colleges are unable to offer sufficient remedial courses and support services. Consequently, the student may fail to overcome barriers built up by many years of inadequate educational preparation. These problems require working with students while they are still in high school. The Board proposes to

- develop, in conjunction with the constituent units and the State Board of Education, a statewide program to increase access to institutions of higher education in Connecticut for minority students;

- support, through this program, educational programs designed to prepare minority high school students for higher education; and

- support career counseling and training programs at the high school and collegiate level designed to attract minority students to Connecticut institutions of higher education and to increase their participation in the full range of course and program offerings.

Research. In order to address the problems of minority students entering into and remaining in higher education programs, studies must be undertaken to identify and analyze the barriers that currently

exist. Support programs may be redesigned in response to the findings of these studies. The Board proposes to

- initiate and support research relating to student attrition, including language barriers, and to develop a systemwide program to reduce attrition in relation to identified needs;
- study the impact of the state's student financial assistance programs on minority and disadvantaged students; and
- revise the student financial assistance programs if necessary, in order to eliminate any adverse effects on minority and disadvantaged students.

STUDENT FINANCIAL ASSISTANCE

The explosive growth in postsecondary enrollment which occurred during the past decade has been accompanied and supported by even more dramatic increases in federal and state financial assistance available to students attending public and private postsecondary institutions. Federal assistance to students attending postsecondary institutions in Connecticut totalled $28,725,309 in 1978-79, while the total of state appropriations for all forms of aid was $13,474,801. [23]

The level of funding provided by the State of Connecticut to supplement federal and individual institutional financial aid has been better than average compared to other states. In 1978-79, Connecticut ranked 17th in the nation in funds per capita to support need-based awards to students. This includes state support to independent colleges and universities to assist Connecticut residents attending those institutions.

There is, however, considerable fragmentation in the administration of state programs of financial aid. Some are administered through the constituent units of the state system. Several are the responsibility of the Student Financial Assistance Commission which has no operating budget or staff. The Board of Higher Education is responsible for administering six programs, and is further charged with providing administrative support to the Student Financial Assistance Commission.

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[23] The federal total does not include direct payments to veterans under the G.I. Bill, federal interest subsidies for student loans and other programs.

A 1976 legislative report recommended that a single in-state organization be created or designated to administer all state student financial aid programs, pointing out that "fragmentation complicates administration... while the low level of funding dilutes their effectiveness at the institutional level."

The fragmentation of Connecticut student financial assistance programs results primarily from the fact that for years these programs have been created in response to intensive lobbying by vested-interest groups. Legislation authorizing student financial assistance programs has been constantly amended, expanded, altered or deleted on an ad hoc basis to reflect the specific interests of veterans, students in public institutions, students in independent institutions, part-time and full-time students, students attending either in-state or out-of-state institutions, undergraduate and graduate students.

Despite legislation in 1977 which attempted to consolidate or eliminate programs, 14 distinct programs still exist. The need for a further examination of student financial aid programs and policies in Connecticut is evident from the bewildering array of programs, overlapping administrative responsibilities, vague statutory guidelines, inconsistencies in program administration and varied funding levels.

The student financial aid programs currently available to students in Connecticut institutions are listed in Table VII. All programs administered through constituent units are available only to students enrolled in public institutions. The program authorized under Public Act 73-551, "contracts with independent colleges for the provision of additional undergraduate student spaces for Connecticut residents," and the Veterans Scholarship Program at Independent Institutions are exclusively for students enrolled at private institutions. The State Scholarship Program is available to qualified Connecticut students for use at public or independent institutions, in-state or out-of-state.

State Scholarship Program. There are two major concerns regarding the current State Scholarship Program. First, enabling legislation for this program limits application eligibility to high school seniors or to high school graduates who have not previously attended a post-secondary institution. Students who have not applied before entering college are therefore ineligible. One reason for restricting eligibility has been the limited funds available to support a broader scholarship program. For 1978-79 the State Scholarship Program made awards from

TABLE VII

CONNECTICUT STUDENT FINANCIAL AID
1978-79

PROGRAMS COORDINATED BY THE BOARD OF HIGHER EDUCATION		Actual Expenditure	Appropriation
State Scholarship Program (Undergraduate)	Awards	$1,635,962	
	Administration	22,183	
State Scholarship Program (Graduate)		119,100	
Higher Education Grant Programs		121,650	$ 3,450,000
State Supplemental Grant Programs		1,045,300	
State Work-Study Program		505,805	
Awards to Children of Deceased/Disabled Veterans*			61,000
P.A. 73-551			4,700,000
Veterans Scholarship Program at Independent Institutions			50,000

PROGRAMS ADMINISTERED THROUGH CONSTITUENT UNITS	
Tuition Waivers for Needy Students at Public Institutions	1,900,000
Tuition Waivers for Veterans at Public Institutions*	900,000
Public Institutional Matching Funds:	
Federal National Direct Student Loan Program	151,701
Federal College Work-Study Program	622,100
Univ. of Conn. Human Rights & Opportunities Scholarships	40,000
Univ. of Conn. Graduate Fellowships*	350,000

PROGRAMS ADMINISTERED BY CONN. STUDENT LOAN FOUNDATION	
Forgiveness Benefits for Borrowers in Conn. Guaranteed Loan Program	1,250,000
TOTAL STATE FUNDS	$13,474,801

FEDERAL FUNDS (Estimated Expenditures in Connecticut)	
Basic Educational Opportunity Grants	$16,700,000
Supplemental Educational Opportunity Grants	3,076,218
College Work-Study Funds	4,216,608
National Direct Student Loans	3,921,878
State Student Incentive Grant Funds	810,605
TOTAL FEDERAL FUNDS	$28,725,309

*Non-need-based programs

$100 to a maximum of $1,000. The $1,000 maximum was established in 1967 and despite inflation has not been revised. FY 80 funding for the State Scholarship Program will enable only one of every 22 new applicants to receive a scholarship.

A second concern is the issue of portability of state scholarships. For 1978-79 the state appropriated $13,474,801 to support 14 student financial aid programs. The major portion of this appropriation was allocated to campus-based financial aid programs which assist Connecticut residents attending public and private postsecondary institutions within the state. Of the total appropriation, the State Scholarship Program was allocated $1,755,062--$1,635,962 to support the undergraduate scholarship program, and $119,100 for the graduate scholarship program. Of the $1,635,962 allocated to the undergraduate program, $1,063,375 (65%) was awarded to state residents attending out-of-state institutions. The $119,100 allocated to the graduate program was used to make awards to 154 students for graduate study, almost two-thirds of whom took their scholarships to out-of-state institutions. (Table VIII.)

The vast majority of other states' scholarships are not portable—they are restricted to state residents attending in-state institutions. Connecticut is one of only five states which provide for full portability. Three states offer limited portability for students pursuing programs which are not offered within the state or to handicapped students for whom programs with special facilities are available only at out-of-state institutions.

Increasingly, the concept of portability is being restricted to reciprocal arrangements among states. Such arrangements are based upon informal or formal agreements which provide for the mutual exchange of students and their scholarship awards. At the present time, three states have established reciprocal agreements, and several other states are considering doing so.

Although portability of state scholarship funds is often cited as a factor which encourages out-migration of Connecticut students, the number of students receiving state scholarships is not large enough to make a significant difference in migration patterns. In 1978, migrating scholarship recipients represented only 2 percent of the total number of students who left the state for higher education.

Public Act 73-551. The state provides financial assistance to Connecticut students enrolled in the state's independent institutions through direct institutional grants based on the number of Connecticut students enrolled. The law provides that 80 percent of each institution's grant must be used for student aid. Twenty percent, however, may be retained by the institution.

TABLE VIII

STATE SCHOLARSHIP PROGRAM
1978-79

		No. of Students		State Funds	
Undergraduate Awards, In-State					
Public	2-Year	26		$ 4,350	
	4-Year	824		235,200	
Private	2-Year	6		2,820	
	4-Year	598		327,395	
Proprietary	2-Year	8		3,100	
		1,462	(45%)	$ 572,865	(35%)
Undergraduate Awards, Out-of-State					
Public	2-Year	4		$ 1,150	
	4-Year	233		98,832	
Private	2-Year	10		4,600	
	4-Year	1,561		955,515	
Proprietary	2-Year	3		3,000	
		1,811	(55%)	$1,063,097	(65%)
		3,273		$1,635,962	
Graduate Awards, In-State					
Public		42		$ 32,900	
Private		16		11,750	
		58	(38%)	$ 44,650	(37%)
Graduate Awards, Out-of-State					
Public		18		$ 11,800	
Private		78		62,650	
		96	(62%)	$ 74,450	(63%)
		154		$ 119,100	

In 1978-79, the P.A. 73-551 program provided a direct grant subsidy of $4.7 million to 17 private institutions in Connecticut. (Table IX.) This is by far the largest single financial aid program utilizing state funds. The law does not limit the amount of individual awards. In 1977-78 individual awards ranged from $48 to $3,772. The independent college sector has lobbied strongly for state support of this program in lieu of support for student financial aid programs available directly to students to take to the institution of their choice. Representatives of the private colleges point out that students paying public institution tuitions and fees already enjoy a substantial tax-supported subsidy.

Tuition Waivers. The tuition waiver and remission program in the public institutions, funded at $1.9 million during 1978-79, allows the boards of trustees of the constituent units to waive or remit tuition on the basis of need for up to 10 percent of the total number of full-time students enrolled in the colleges in any semester. While offering some useful flexibility to campus financial aid officers, the program has some limitations. Colleges are not required, for example, to report or keep descriptive data on tuition waiver recipients,so the constituent units do not have information on the types of students who benefit. Moreover, there is inconsistency in the manner in which the various constituent units administer this program. The technical colleges limit eligibility to full-time in-state students. The state colleges limit eligibility to full-time in- and out-of-state students. In the regional community colleges, full-time and part-time in-state and out-of-state students are eligible. Financial aid program guidelines should be established to ensure consistency and compliance with legislative intent.

In approaching the question of financial aid policy, the Board must try to balance the general public interest, and the immediate interests of specific groups of students or institutions. Basically, the Board is concerned about student financial aid programs which, by their very nature, exclude portions of the student population. This includes programs available only to students in the public sector or only to students in the private sector. Many students attending postsecondary institutions with less visibility and political leverage, notably hospital schools and various proprietary schools, are excluded from participating in either of the two state student aid programs which have received the highest level of state funding, P.A. 73-551 and the tuition waiver program.

TABLE IX

ALLOCATIONS TO INDEPENDENT INSTITUTIONS

UNDER P.A. 627 (1969), S.A. 53 (1972) AND P.A. 73-551

1970-1979

Institutions	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	Total Allocations	Percentage of Total
Albertus Magnus Col.	$ 0	$ 0	$ 21,733	$ 36,275	$ 46,761	$ 40,963	$ 45,336	$ 64,549	$ 76,874	$ 332,491	1.5%
Amherst College	0	0	15,759	19,367	31,234	29,783	26,970	36,660	48,635	208,408	1.0%
Bridgt. Eng. Inst.	0	0	0	17,133	34,789	24,834	25,646	42,733	51,511	196,646	.9%
Connecticut College	94,162	59,015	47,277	68,656	91,656	85,680	78,925	110,656	125,247	761,274	3.5%
Fairfield Univ.	292,721	126,170	105,472	159,527	238,903	242,931	245,047	351,084	411,824	2,173,679	10.0%
Hartford College for Women	21,873	0	12,015.80	18,916	25,692	25,146	21,111	24,909	28,389	178,048.80	.8%
Mitchell College	0	0	16,130.80	38,488	42,909	43,381	35,306	45,422	51,735	273,371.80	1.3%
Post College	0	0	22,221	42,874	59,000	79,593	146,102	236,155	238,466	824,411	3.8%
Quinnipiac College	74,825	0	113,712	195,802	264,892	278,460	282,111	376,498	475,865	2,062,185	9.5%
Sacred Heart Univ.	0	0	110,416	191,150	288,480	266,398	246,702	360,755	434,310	1,898,211	8.7%
St. Joseph College	0	14,245	36,359	55,109	84,573	84,997	89,514	135,845	160,284	660,926	3.0%
Trinity College	40,940	40,700	44,084	67,242	97,464	89,776	91,334	125,049	149,041	745,630	3.4%
Univ. of Bridgeport	0	0	169,229	331,699	483,822	437,418	425,565	575,543	658,918	3,082,194	14.3%
Univ. of Hartford	264,375	0	145,127	289,891	439,817	428,941	432,184	606,356	720,103	3,326,794	15.3%
Univ. of New Haven	77,000	72,394	184,061	406,688	561,224	511,889	495,059	675,853	782,334	3,766,502	17.3%
Wesleyan University	28,658	20,350	22,248	38,591	64,363	63,236	73,299	100,759	110,343	521,847	2.4%
Yale University	0	0	47,792	72,017	107,747	111,196	92,989	126,174	156,101	714,016	3.3%
TOTAL	$894,551	$332,874	$1,113,636.60	$2,049,425	$2,963,326	$2,844,622	$2,853,200	$3,995,000	$4,680,000	$21,726,634.60	100.0%

The Board agrees with the position taken by the Carnegie Council in a recent report entitled "The States and Private Higher Education." Among the five major alternatives for providing state support for the private sector, the Council lists centrally administered need-based student grants first in priority because they support both institutional independence and student choice,and they create a program that the general public can support. Direct-grant subsidies to private institutions are lowest in priority because they move private institutions closer to the category of state-supported institutions, are not directly related to student need, and are more likely than other approaches to lead to a confrontation between public and independent institutions.

RECOMMENDATIONS

The Board recommends that appropriate legislation be sought to consolidate the following seven student financial assistance programs into a comprehensive program:[24]

State Scholarship Program (Undergraduate)
State Scholarship Program (Graduate)
State Supplemental Grant Program
P.A. 73-551
Veterans Scholarship Program at Independent Institutions
Tuition Waiver Program for Students at Public Institutions
State Work-Study Program

The Board further recommends that the comprehensive program include two major components:

- a centrally administered Scholastic Achievement Grant Program, open to students at any point in their higher education, with grants based on academic criteria and financial need, with limited portability; and

- a campus-based State Supplemental Grant Program, open to needy students at any point in their higher education, limited to in-state nonprofit institutions, with recipients determined by student financial aid officers.

The Board also recommends that the Student Financial Assistance Commission be discontinued and that the Board of Higher Education be identified as the agency responsible for administering the consolidated student financial assistance program.

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[24]The text of the Board's resolution on student financial assistance is included in Appendix C.

The comprehensive student financial aid program proposed by the Board will simplify and reduce the cost of administration at both the state and institutional levels, will promote consistency and uniform program guidelines, and will permit the collection of data with which program effectiveness may be evaluated. Additionally, the two component programs will accommodate a varied student body of undergraduate, graduate, full-time, part-time, adult and continuing education students. They will be available to students at any stage of their postsecondary education.

A desirable balance will be maintained between the public and private institutions through a capitation formula in the campus-based program which recognizes cost differentials between the two sectors. Institutional allocations would be based on a capitation formula by which each public college would be entitled to a specified amount for each full-time equivalent student enrolled during the preceding year. The specified amount would be determined annually based on the state appropriation for student financial assistance. Funds allocated to each independent institution would equal a multiple of the same specified amount per student, reflecting the differences in tuition levels between public and private institutions. While the multiple has not been established, the Board of Higher Education has made a commitment to have the staff work cooperatively with persons representing private and public institutions to develop institutional allocation formulas which will ensure equitable distribution of student financial aid funds to all institutions.

Because the era of rapid growth in higher education has passed, attention must be focused on utilizing existing human, physical and financial resources to maintain and improve the quality of programs.

In planning for programs which address the needs of the 1980s and 1990s, it is imperative that the primary purposes of higher education not be forgotten in the effort to adjust to an era of limits and the needs of a changing student population. Central to the mission of higher education is the responsibility to provide opportunities for intellectual growth. Alan Pifer, president of the Carnegie Corporation, has noted that colleges and universities must help individuals "develop intellectual abilities, humanistic understandings and aesthetic sensitivities that will enable them to enjoy life more fully and contribute more effectively to the welfare of mankind."

Higher education must assist men and women to discover and develop the full range of their inherent capabilities. Thus, preparation for productive employment is also fundamental to the mission of higher education. A related goal for higher education is to provide education and training congruent with the needs of society. This is particularly important in Connecticut where the economy depends to a large measure on the availability of a highly skilled work force.

The Board recognizes its responsibility to maintain and strengthen the traditional roles of higher education and to ensure a balanced system in which they can be harmoniously integrated. The first role is to preserve and transmit culture and to expand the boundaries of knowledge. This is the traditional role of a university, but it is shared in varying degrees by most institutions of higher education. The second role is to provide educational programs to meet the needs and interests of students. The third role, and the most difficult to define, is service. This includes providing training in response to specifically identified labor market needs. It also includes a range of community service activities and certain kinds of applied research.

The policy actions which are discussed in this section address the need for program planning within the framework of these purposes and commitments.

PROGRAM DISTRIBUTION

For approximately 50 years the operation of any institution or program of higher education in Connecticut has required prior approval from a designated state agency. The Board of Higher Education now has the statutory responsibility to oversee the operations of higher education including evaluation and periodic reevaluation of all institutions and

their academic programs,[25] while the boards of trustees have the responsibility for operating programs and ensuring that they serve the purposes for which they were established. The Board of Higher Education additionally has general policymaking authority and the responsibility to protect the public interest as well as to make periodic recommendations to the General Assembly.

The public wants assurance that higher education is a worthwhile and beneficial undertaking. For this reason great reliance is placed on accreditation, which is generally recognized as the "seal of approval" placed on an institution and its programs by state, regional or national organizations. In order to better discharge that responsibility, the Board intends to continue directing attention to the program approval process as it relates to the quality of programs and to student and societal needs.

Recently, many new programs proposed for approval by institutions appear to respond to current student demands but may not be related to institutional missions or may duplicate programs available at nearby institutions. Institutional administrators tend to be defensive about program prerogatives. They are eager to add new programs as well as to keep existing programs, often without making hard judgments regarding the resources necessary to maintain quality in both new and existing offerings. Some administrators make the unsubstantiated assertion that new programs can be initiated without any effect on existing programs and without any additional expense. Some simply start offering "specializations" without regard to the statutory requirements for prior evaluation and approval.

PROGRAM DUPLICATION

Connecticut higher education institutions continue to add new programs and specializations while discontinuing very few academic programs. It is difficult to defend this trend considering level or declining enrollments and restricted resources.

For instance--

- The University of Connecticut, the state colleges and many of the independent colleges have duplicated programs or are beginning to duplicate programs at the bachelor's degree level in education, computer science, fine arts, and

[25]Academic programs, or majors, are defined as a set of educational experiences, usually credit courses, leading to a specific degree in a designated field. A program distribution table is included in Appendix D.

social sciences, and have created many sub-program specializations in business, education, fine arts, social science, public service and recreation.

- Connecticut institutions now offer 134 master's degree programs in education in approximately 30 different areas. The most recent program was licensed at an independent institution in June 1979. There are also 14 master's programs in business administration or administrative science. They are offered by the University of Connecticut (four locations), Hartford Graduate Center (two locations), University of New Haven (three locations), University of Bridgeport, University of Hartford, Sacred Heart University, Quinnipiac College and Western Connecticut State College.

- The University of Connecticut is the only doctoral degree-granting institution in the public sector. In various reports the number of doctoral programs or specializations has ranged from 85 to more than 130. A recent survey found 125 program titles in 85 subject areas. In the field of biological sciences, the University has reported 51 different specializations in 22 subject areas ranging from anatomy to zoology. The "Fact Book" published by the University in 1979 reported that doctoral students had access to 130 specializations and at the same time reported 189 doctoral degrees conferred in 1978 for an average of 1.5 degrees per program. Ninety-three degrees were earned in 12 of the specializations, while 31 specializations had no graduates. Twenty-six specializations have had four or fewer graduates over the past seven years. The 130 doctoral "specializations" listed by the University enrolled 1,378 students in 1977-78, compared to 2,984 master's degree students in 97 "areas" and 14,868 undergraduate students in 108 "fields."

- A survey of degree programs offered in 1976-77 through 1978-79 at all institutions of higher education showed an increase in the total number of programs from 1,729 to 1,960. At the doctoral level the University of Connecticut showed an addition of 51 and the deletion of nine.

RESPONDING TO MANPOWER NEEDS

In time of contracting enrollments and resources, new programs clearly must be undertaken very carefully. Nevertheless, higher education is expected to respond quickly and appropriately to new demands for educated manpower. The challenge is for the higher education system to accommodate these demands appropriately without diminishing the quality of education being provided in necessary programs already in operation. This will require changes in the existing process for program development and a new relationship between the Board of Higher Education and Connecticut postsecondary institutions.

The Board of Higher Education has adopted a four-point policy to improve the process for developing and discontinuing academic programs:[26]

- Institutions of higher education are asked to work with the Board in developing uniform provisions for the timely discontinuation of programs which are no longer needed, particularly those programs which were developed in response to a specific manpower demand which no longer exists.

- The discontinuation of majors, or degree programs, should be undertaken in such a way as not to disrupt the overall educational programming of the institution. The discontinuation of a program does not necessarily mean the elimination of a department or certain useful support courses.

- The Board plans to seek institutional cooperation to refine and utilize approval and review criteria to differentiate noncredit programs from degree-credit courses and programs, especially for the purposes of specific manpower training projects.

- Independent colleges are again encouraged to coordinate their program planning with the program planning of public colleges in order to reduce unnecessary duplication.

In addition to these policies, the Board in its structure recommendations has proposed that the boards of the comprehensive two-year college system and the four-year system review the current curricula so as to eliminate and/or consolidate programs. This is a

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[26]The text of the Board's resolution on program planning is included in Appendix C.

delicate process and one which is not accomplished in a matter of a few months. Rather, the steps outlined above for programmatic planning and adjustment and the reallocation of resources are an ongoing process, the results of which are realized over a period of several years or more.

Throughout the country, institutions of higher learning traditionally have had little involvement in manpower planning. However, it is clear that the higher education community should work in closer cooperation with those state agencies that are responsible for the management of manpower resources in the interests of sound program development.

If Connecticut is to continue to stay at the forefront as a leader among the northeastern states, it must be able to respond efficiently to new manpower requirements, while at the same time effectively guarding against an oversupply of manpower educated in areas for which there is little need.

An extensive review of materials available relating to Connecticut's projected needs for postsecondary education and training by occupational areas indicates that more extensive data are needed upon which to base program planning decisions. Board of Higher Education staff, therefore, will initiate efforts to work more closely with other state agencies which have responsibilities relating to manpower planning. These include the Department of Education, the Department of Economic Development, the Labor Department, the Division of Employment and Training of the Office of Policy and Management, and the State Occupational Information Coordinating Committee. The Commissioner of Higher Education has been appointed an affiliate member of the State Occupational Information Coordinating Committee and will participate in the statewide effort which is getting under way to improve the quality and accessibility of occupational information.

COORDINATING OFF-CAMPUS PROGRAMS

Connecticut is a small state with 54 diverse educational institutions and campuses.[27] It provides citizens access to higher education to a degree not available in most other states. However, competition to attract students has recently led to the offering of

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[27]These include 26 independent institutions; the University of Connecticut at Storrs, five branch campuses, and the Health Center; four state colleges, 12 community colleges and five technical colleges.

a large number of courses and even complete programs at off-campus locations to accommodate student schedules and travel limitations and to capture new markets.

There is general concern on the part of the Board of Higher Education and members of the academic community that institutional competition may lead to haphazard or speculative moves to off-campus sites and that resources, support services and quality controls for off-campus offerings will be inadequate. The movement of course offerings from the campuses to other locations around the state must be done in an orderly manner to ensure that quality is maintained.

Both public and independent institutions are already attempting to compensate for the decline in traditional enrollment by stepping up their efforts to attract persons who have not previously been a primary consideration in providing education services. These include employed persons who enroll part-time, primarily in job-related courses, often through arrangements worked out by their employers and the colleges.

The Board of Higher Education must ensure a balance of program offerings that allows expanded access to students and service to business without sacrificing quality or allowing unnecessary duplication of offerings. The Board believes that quality can be maintained in off-campus programs only by a planned, coordinated approach rather than with unrestrained competition among the colleges. Accordingly, the Board has adopted a policy for off-campus programming.[28]

In order to provide an effective means of maintaining quality in off-campus programs, the Board has resolved

- to encourage and coordinate off-campus courses and programs and
- to establish regional advisory groups of institutional representatives to assist in the planning and coordination of off-campus offerings. The role and responsibilities of these advisory groups will be defined in consultation with the designated representatives of each institution's board of trustees.

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[28]The text of the Board's resolution on the coordination of off-campus programs is included in Appendix C.

PUBLIC-PRIVATE COOPERATIVE PROGRAM

In 1972 the General Assembly established a program under Public Act 140 for contracting between public and independent colleges to expand educational opportunities for the citizens of Connecticut. The legislation set out specific objectives: to increase the use of available facilities, to prevent the duplication of expensive and specialized programs, and to encourage cooperative efforts to seek solution of contemporary societal problems. Due to low funding and low visibility, the program has had only minimal impact.

Table X shows the funding history of the program. The highest level of support ($170,000) was in FY 75. Considering inflation, the FY 80 appropriation of $100,000 represents a major reduction. The change in the number of proposals submitted is directly related to the available funding. The number of proposals decreased from 29 in FY 76 to 18 in FY 77 after the imposition of forced savings in state expenditures. In FY 79 only a limited amount of money was available for new proposals because 10 of 14 projects were renewals. For this reason the Board has set a three-year limit for the funding of any proposal. If a special need still exists after a year or two, the Board of Higher Education expects the participating institutions to include the necessary funds for contracting in their own budgets.

The Board of Higher Education strongly supports this program and believes that it should be continued and expanded.

To achieve these ends the Board has adopted the following policy:[29]

- Public colleges are encouraged to contract with independent colleges for courses, programs and facilities whenever it is cost-effective.
- The Board of Higher Education, in addition to reviewing proposals, will initiate cooperative ventures relating to specific needs and special situations.
- Funds available under this program and from other sources should be used as seed money to meet emerging needs and to encourage cooperative activities between and among the various sectors of postsecondary education.

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[29]The text of the Board's resolution on the public-private cooperative program is contained in Appendix C.

TABLE X

POSTSECONDARY EDUCATION COOPERATIVE PROGRAM
S. 10-326h CGS (P.A. 72-140)

Appropriations

Fiscal Year	CHE/BHE Recommendation	Governor's Recommendation	Appropriation
1974	--	--	$ 85,000
1975	$ 170,000	$ 170,000	170,000
1976	255,000	165,200	165,200
1977	255,000	93,700	93,700
1978	1,000,000	144,000	144,000
1979	144,000	144,000	144,000
1980	300,000	144,000	100,000

Contract Totals

Fiscal Year	Appropriations	Proposals Number	Proposals Amount	Awards Number	Awards Amount
1974	$ 85,000	23	$313,565	9	$ 81,600
1975	170,000	29	609,884	14	165,120
1976	165,200	29	608,559	11	93,700[a]
1977	93,700	18	270,874	13	93,700
1978	144,000	16[b]	258,413	14	144,000
1979	144,000	19[b]	249,231	14	144,000

Frequency of Refunding in FY 79

	Number	Amount
First Year	4	$ 22,988
Second Year	5	65,601
Third Year	1	3,306
Fourth Year	--	--
Fifth Year	1	18,605
Sixth Year	3	33,500
Total	14	$144,000

Notes:

[a]In FY 76, forced savings reduced available funding by $71,500 from $165,200 to $93,700.

[b]Excluded are three ineligible proposals in FY 78, one in FY 79.

There are several promising examples of special situations and possible cooperative activities. The University of Bridgeport and Housatonic Community College for some time have been exploring the possibility of establishing a working relationship. Housatonic needs improved facilities and the University of Bridgeport has underutilized space. These institutions were successful in acquiring a grant from a private foundation which enabled a team of consultants to develop a feasibility study which proposed a number of alternative arrangements through which the two institutions could work together. The state should be in a position to assist such efforts because they have the potential not only to increase economies but also to broaden and enrich the educational opportunities available to Connecticut's citizens. Another area in which cooperative relationships might be considered is the sparsely populated northeast corner of the state. A small-scale project has been funded by the Board of Higher Education this year for Quinebaug Valley Community College and Annhurst College to explore the feasibility of a closer relationship which would be mutually beneficial.

A third model program, now in its third year of funding under the P.A. 140 grant program, has been the Coordinating Committee for the North Central Region. The Committee, made up of representatives from public colleges, independent colleges, and postsecondary proprietary schools, promotes the sharing of information among institutions and with school counselors, and meets periodically to discuss educational matters of mutual concern. The group has also produced a directory of educational resources in the region and has secured a federal grant through the Board of Higher Education to provide career counseling and upgrade training for 1,800 state employees. They have been awarded a second grant from the National Manpower Institute to establish counseling for 600 state employees in cooperation with the State Personnel Department, the Connecticut State Employees Association and the Connecticut Employees Union Independent.

Legislation in 1977 made postsecondary proprietary schools eligible to participate in the P.A. 140 program. As yet, they have not been awarded a contract, although several have been included in proposals for regional consortial activities. Hospital-based postsecondary schools now are seeking the opportunity to participate in the program. They are not institutions of higher learning as defined by statute and they apparently do not come under the jurisdiction of the State Board of Education as licensed postsecondary proprietary schools. This situation should be investigated to see what benefits may be derived from hospital school participation, provided that adequate funding for this cooperative grant program is made available.

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The Board of Higher Education has statutory mandates in the area of capital planning to

> prepare for the governor and the general assembly periodic reports on the conditions and needs of the system including, but not limited to a single priority listing of all capital projects and recommendations to merge, close, or otherwise alter existing programs, facilities or campuses. Such reports shall be based on current studies of population density, facility utilization, program inventory, availability of comparable projects in the region and such other criteria of need as may be appropriate;
>
> review and approve plans received from the constituent unit boards for the continuing development and maximum utilization of the state's public higher education resources, and
>
> promote more effective planning and coordination of the state system of higher education by appropriate regulations. (Sec. 10-323e)

The Board is convinced that capital construction for higher education must be undertaken in a coordinated, planned, systemwide fashion. At the time the Board was appointed in August 1977, there were over $134 million in approved capital projects for higher education on the books, some of them authorized ten or more years earlier, some of them clearly outmoded, many of them incapable of completion for the amount originally appropriated. In the intervening two years, projects costing $21 million have been bonded, projects costing $12 million have been canceled and $39 million in additional projects have been authorized, leaving a "pipeline" of $140 million.

The nature of this growing backlog of capital commitments is a source of concern, as is the size of those commitments. Over 80 percent of the total authorizations are for new construction--additional buildings or investments associated with those buildings. Each addition to the facilities inventory puts new pressure on scarce operating funds for personnel, supplies and utilities. Given changes in enrollment and student interests, as well as energy costs, major new construction at this time must be scrutinized most carefully.

A second area of concern is the fact that the existing authorizations include almost no funds for deferred maintenance, for replacing obsolete equipment, or for renovation of existing buildings. The state has bought or built 10 million square feet of academic and support space for higher education. This represents an important asset that should not be dissipated by neglect and short-sighted economies.

COORDINATED CAPITAL PLANNING PROCESS

In part, these concerns reflect the nature of the capital planning appropriation and bonding process in the public sector. Traditionally, it has been far easier to secure authorization and justify long-term bonding on new buildings than for renovations or major maintenance. In the meantime, annual appropriations for equipment and minor capital projects have been cut to the point that they are confined to emergencies or library books, and maintenance is the first thing to be cut in strained institutional budgets so as to protect the academic programs.

The process by which new construction and renovation projects for public institutions of higher education are initiated, planned, funded, designed, bid and built needs careful review. At present, this process is ill-defined, uncoordinated, wasteful, unduly time-consuming and frequently unsatisfactory in its results. The several boards of trustees adopt and revise capital priorities, submit space requests, and approve building plans and budgets without sufficient coordination with other units or the Board of Higher Education. Even major projects have very limited planning justifications and descriptions of space requirements. Cost estimates are usually unreliable, particularly if the project has been shelved for some time. The respective roles of the Office of Policy and Management and the Department of Administrative Services (including Public Works) in determining the sequencing, funding, scope and viability of construction projects are poorly understood, and the rationale for the sequencing is often obscure. Board of Higher Education review takes place very late in the process--usually after the design is complete and bids secured. Institutions have little recourse in expediting priority projects or making design changes in long-dormant plans. Most of the campuses and governing boards lack the technical capacity to review working drawings in detail and to monitor construction work, despite the fact that such review and monitoring is critical in avoiding costly change orders and malfunctions that decrease use and increase operating costs.

If the present process is difficult for new construction and major buildings, it is particularly ill-suited for the kind of building conservation and renovation program which should be the state's high priority in the next decade. Renovation demands different types of institutional planning including "swing space" for current occupants and activities during the renovation process. It demands different kinds of architectural services and construction skills. It suggests a streamlined paper flow and processing, and a different format for accountability since it is impractical to get a separate authorization for each individual project. The legislature has moved in

this direction in authorizing $2.5 million in FY 79 for renovation projects at the state colleges. The Board has suggested a similar approach with a statewide authorization for energy conservation and handicapped access projects within higher education.

The Board of Higher Education is convinced that changes are required. An improved capital planning process needs to be developed for higher education, a process which

- proceeds within statewide priorities and a clear long-range plan;
- covers renovation and major deferred maintenance as well as new construction;
- identifies an appropriate sequencing for capital investments;
- uses realistic data and projections, including information on space utilization;
- cuts wherever possible the time between the initiation and completion of construction projects;
- assures the best possible quality of construction within available funds; and
- assigns clear roles to the Department of Administrative Services, the Board of Higher Education and the Boards of Trustees with regard to planning, site selection, architect selection, project descriptions, design review, budget review, construction supervision and the approval of change orders.

The Board believes that it must assume a leadership role in the capital planning process if it is to fulfill its statutory mandates and if it is to present higher education needs in the most effective manner vis-a-vis competing requests by other state agencies and services for capital construction.

In response to these concerns and to the request by the Office of Policy and Management for Board of Higher Education approval and priority advice on projects proposed for Bond Commission action, the Board has adopted formal "Procedures and Guidelines for Capital Funding Allocations."[30] The procedures establish a process and criteria for Board review of projects at the time they are proposed for allocation by the Bond Commission. However, this review usually takes

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[30]"Procedures and Guidelines for Capital Funding Allocations," Appendix G.

place very late in the project development process, either at the point where a design allocation or a construction allocation is being proposed. In many cases, the allocation requests are for projects that were authorized a number of years ago at a time when construction costs, student interests and projections regarding the growth of higher education were much different than they are today. While the "Procedures and Guidelines" are an important first step in developing a systemwide planning process, a number of additional steps are needed if capital budget and facilities planning recommendations are to be based on common data, realistic expectations regarding the level of state funding, changing student populations and programs, emerging nontraditional approaches to education, and a major commitment to use and maintain existing facilities to the fullest possible extent.

To these ends, the Board has adopted the policy[31] that the Board of Higher Education should assume responsibility for

- developing a comprehensive facilities construction, renovation and conservation program for public higher education institutions, including the establishment of annual priorities;
- supporting the incorporation of this program in the five-year and annual capital plans of the Department of Administrative Services and the Office of Policy and Management;
- supporting the funding authorizations and allocations necessary to implement annual and long-term priorities;
- reviewing all projects at the time design and construction allocations are proposed in accordance with the Board's Procedures and Guidelines (April 24, 1979);
- assuring adequate technical support to the units and/or institutions in the design and construction process;
- reviewing, for major projects, the facilities requirements and scope statement prepared by the units or institutions;
- participating in the review of plans at the basic design stage; and
- reviewing change orders that would significantly change the functions and/or increase the cost of construction projects.

[31] The text of the Board's resolution on a coordinated capital planning process is included in Appendix C.

Most of these steps fall within existing Board of Higher Education authority, although certain statutory changes are either necessary or desirable, as described in Section 8.

CONSOLIDATED LONG-RANGE FACILITIES PLAN

Preparation of a consolidated long-range facilities plan for higher education is mandated by the statute requiring the Board of Higher Education to "prepare for the governor and the general assembly periodic reports on the condition and needs of the system including, but not limited to a single priority listing of all capital projects and recommendations to merge, close or otherwise alter existing programs, facilities or campuses." This mandate was reinforced by the act of the 1979 session of the General Assembly which provides that yearly capital budget requests be accompanied by a five-year long-range facilities plan. The Office of Policy and Management is requiring such a plan as part of the FY 81 budget process.

In 1977, the Board established a Joint Committee on Capital Projects (now the Finance and Facilities Committee) which has reviewed current facilities and plans on a regional basis as well as reviewing individual projects or institutional plans as required for capital budget or allocation approvals, and for recommendations on bond cancellations. The Committee found that there was no systemwide facilities plan for higher education, but rather a series of plans developed by each constituent unit independently of one another. The individual plans were based on tenuous assumptions of continued growth, much more capital bonding than experience would warrant and square-foot-per-student standards that clearly predated the energy crisis. They emphasized new construction and the expansion of traditional academic space.

The Board's review identified a number of explicit issues related to priorities in the use of existing and future capital bond funds for the state's public higher education system. These include--

- What further investments should be made at the Central Naugatuck Valley Higher Education Center, and how can that concept be made more viable, less costly and responsive to regional as well as local needs?

- How much and what kind of additional investment should be be made at Western Connecticut State College? How can that institution gain the programs and quality required to further the area's long-term economic growth?

- How can the residents of the high-density population corridor south and west of New Haven be given appropriate access to four-year and graduate educational opportunities? Does such access require additional facilities and if so, where?

- How many two-year campuses can and should the state support? How should these be distributed and organized and what kind of facilities do they require?

- How can the present conglomeration of public and independent institutions in the Greater Hartford area be better coordinated? What, if any, additional capacity is required and what should be its nature and location?

- What, if any, additional specialized facilities are required for the University of Connecticut at Storrs and how can the unique resources of that institution for upper-division and specialized graduate and professional work be made more available across the state?

- What are realistic long-term projections of dormitory demand? Is additional dormitory capacity required, and, if so, where should it be located?

- With the exception of one small program in contracting for services and facilities, no efforts have been made to link public higher education facilities needs with the substantial resources available in independent institutions.[32] Since these institutions face the same changes and pressures as public institutions, can they offer alternatives to new construction?

Higher education is set apart from other sectors of state government in having a very large inventory of state owned and leased space and a very substantial backlog of authorized but unbonded capital projects.

In response to the requirement by the Office of Policy and Management, the four constituent units and the Higher Education Center have submitted five-year facility plans including priority allocations for the current fiscal year. The projects proposed for allocation in that period total over $395 million, including both existing and newly requested authorizations. The bond allocation for higher education last year was $14.4 million. At this rate, it would take 27 years for the current requests to be bonded.

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[32] New Board policy with regard to the extension of the contracting for services program is discussed in Section 5.

Clearly, there is a mismatch between the needs and expectations for additional higher education construction and the willingness and ability of the Executive and legislature to make funds available. Given this mismatch, changing projections on the size and nature of the student population and the likely impact of energy cost increases and constraints, a thorough reexamination of current authorizations and a realistic statewide plan for allocations over the next five to ten years are critical elements in addressing educational quality and access.

Not only is there a mismatch between plans and dollars requested and available, there is a mismatch between the type of construction proposed and the current needs of the system. Of the allocation requests, $329 million or 80 percent is for new construction and facility expansion--including 35 new academic buildings or building additions, 22 new non-academic buildings and 1,555 dormitory beds. Even if the construction funds for this expansion were forthcoming, the availability of operating funds would be in doubt and substantial additional investments would still be required to conserve and upgrade present facilities.

During the past year, the Board developed priority categories for capital investment to assist in the process of evaluating requests for new capital authorizations. These categories have encompassed immediate needs such as fire-safety as well as longer range requirements. As a basis for the development of specific long-range capital investment recommendations the Board has adopted the following statement on capital priorities:[33]

Capital investments for public higher education facilities in the next five to ten years should have the following goals:

- conserving and maintaining existing facilities intended for permanent use;

- improving the quality of existing campuses and programs through

  --staged substantial renovation and reequipment of one-half of all academic and major support buildings on the five four-year campuses and on two-year campuses scheduled for permanent use. This renovation would be designed to provide for program changes, renew mechanical systems, reduce energy use, incorporate current safety and handicapped codes and increase the level of amenity;

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[33]The text of the Board's resolution on a consolidated long-range facilities plan is included in Appendix C.

--substantial renovation of dormitories over ten years in age, with concurrent investments in student service facilities;

--carefully planned improvements in walkways, open areas, recreation and playing fields, signage and building exteriors;

- improving the accessibility of existing campuses and programs through

  --renovation priority for campuses in urban population centers and campuses accessible by public transportation;

  --the use of leased or minimal permanent satellite facilities;

  --construction of structured parking tied to fees and incentives for shared car use and the use of public transportation;

  --increased dormitory capacity if and where this is clearly justified by enrollment projections;

- completing certain new facilities now in advanced design stages where

  --additional or specialized facilities are clearly justified by both program and anticipated enrollment and cannot be developed through renovation; or

  --failure to build will substantially jeopardize the value of investments already made;

- providing appropriate facilities for technical college programs in the New Haven area through contracting with independent or public institutions, additions to existing facilities or new construction as required. These facilities should assume continued use of contributed or leased space for peak hour, evening and noncredit instruction;

- providing appropriate facilities for community college programs in the southwestern and northeastern parts of the state through contracting with independent institutions, additions to existing facilities, or new construction as required. These facilities should assume continued use of contributed or leased space for peak hour, evening and noncredit instruction.

The statement reflects the conviction that substantial improvements in the quality and accessibility of public higher education facilities are necessary and that preserving and upgrading existing facilities is the best approach to providing for the needs of the system--supplemented where appropriate by contracting for the use of available public, private and corporate facilities.

The statement also reflects a recognition of the fact that some new construction is required and should be undertaken with careful consideration of alternatives.

In the context of these priorities, the Board has prepared for the Office of Policy and Management a five-year plan with annual allocations by unit according to the priority categories.[34]

ENERGY

The cost of energy, and particularly petroleum-derived fuels, has increased at an unprecedented rate over the past 18 months, and all indications are that this rate of increase will be maintained or exceeded in the future. The $9.7 million needed to meet fuel and utility costs for higher education in FY 80 represents a 90 percent increase over the previous year's expenditure. Given the state's fiscal policy and the trend of General Fund appropriations for higher education, it is likely that, as the dollars devoted to energy costs grow, the dollars available for other higher education needs will be fewer.

While it is unlikely the cost of energy can be reduced, the rate of increase in energy expenditures by higher education can be slowed through an aggressive and thorough program of energy conservation and a review of the use of existing facilities and the need for new ones.

The state has established an energy management division within the Department of Administrative Services which is responsible, among other things, for helping state agencies develop and implement conservation measures. Individual higher education institutions have worked with this division to monitor consumption and identify appropriate means of conservation. Operating practices at several institutions have been improved, and several major capital projects designed to reduce energy consumption are now in the planning stage.

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[34]The five-year plan and supporting materials are available from the Board of Higher Education.

Notwithstanding these individual efforts, there is no systemwide higher education energy conservation program. A coordinated energy conservation effort should be developed including assistance to institutions with limited technical staff in identifying and securing funding for conservation measures. Serious consideration must be given to establishing incentives for ongoing conservation and energy efficiency. Currently, any savings generated by an institution through energy-efficient operations of physical plant are lost to the institution in the sense that subsequent years' budgets are based on the prior year's consumption. If savings resulting from conservation efforts could be used to fund further conservation or other plant operations, institutions would have an incentive to undertake some of the thankless and recurrent tasks required for energy cost containment. The success of many businesses in controlling energy costs is illustrative of the effect of a profit motive.

The speed and scale of increases in the price of energy are forcing all institutions with heavy space demands to review existing plans and practices. For public higher education, these increases may force some difficult choices including the number of places programs can be offered in the same metropolitan area. Budget limitations and rising operating costs suggest that the state must intensify its use of existing facilities, review previous plans for new facilities, and seriously consider closing facilities and consolidating programs in an effort to effect cost savings that will allow the state to adequately fund quality programs.

The five-year allocation plan adopted by the Board shows the level of state spending the Board believes necessary to complete the development of the higher education statewide system in terms of new facilities and to substantially upgrade existing facilities. It is the Board's hope that capital investment will then be made on a regular and predictable basis to conserve and maintain the existing physical plant in accordance with a careful long-range plan to ensure the continued strength of the system.

During the past ten years, state appropriations to higher education have increased 235 percent nationwide.[35] Although increases in funding relating primarily to enrollment expansion have subsided, higher education systems across the country have continued to receive considerable financial support. During the next decade, state and local expenditures are expected to continue to rise, but at a reduced rate due to demographic and political factors.

Virtually all states will experience a decline in the traditional college-age population, although those in the South and West will have a less severe change than those in the Midwest and the Northeast. As indicated in Section 4, greater emphasis on non-traditional student markets will partially offset this decline but cannot necessarily offset the funding problems that will result from demographic changes.

Many forecasters predict that inflation will continue during the 1980s at the high rates that were recorded in the late 1970s. Inflation has especially severe consequences for labor-intensive colleges and universities because salaries are a high proportion of total institutional expenditures. Energy cost increases are especially burdensome because higher education is space-intensive compared to other types of public services. Economy, productivity, marketing--business concepts which during the rapid growth period in higher education assumed secondary importance--may well become prime objectives during the next decade when the financial strength of the higher education sector will be tested by the reality of energy costs and spending limitations.

Politically, higher education, like all major publicly supported enterprises, is vulnerable to changing public attitudes toward taxing and spending. Although there is little conclusive evidence that the "taxpayer revolt" will continue to dominate the national mood, fiscal conservatism rather than expansiveness is likely to characterize state and local expenditure policy during the years ahead. Moreover, the increase in the average age of the population could cause a shift in resources from support of services for young people, such as education and postsecondary education, to support programs for the middle-aged and the elderly.

The political strength of the higher education sector greatly depends on the economy and tax policies of each individual state, and also on the extent of the state's commitment to maintaining low-

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[35] *State Tax Funds for Operating Expenses of Higher Education, FY 1969-FY 1979*, National Association of State Universities and Land-Grant Colleges, October 1978.

cost quality higher education. Certain states and regions are gaining tax support for their higher education systems at rates higher than others. For example, during the period 1977-79 those states with the highest percentage gains in appropriations were primarily located in the South, while collectively, the northeastern states experienced the lowest percentage gain.

FINANCING HIGHER EDUCATION IN CONNECTICUT

Connecticut taxpayers pay less per $1,000 of personal income to support public higher education than taxpayers in 44 other states.[36] Despite this low ranking, Connecticut has increased its state tax support for higher education over the last ten years by 236 percent or 1 percent more than the national average for the same period.[37] Connecticut spends approximately 10 percent of its state operating budget on higher education. Nationally, the average is about 12 percent.

The data suggest that while Connecticut is increasing its support for higher education at the average annual national rate, the base is very low in relationship to the personal income of its citizens. This low base is related in part to the existence of a highly visible and long established independent college sector, but perhaps more significantly, to the historical method of financing state and local government services. Unlike many industrialized states, Connecticut continues to rely heavily upon a combination of sales and property taxes to support its public services. The nature of these taxes prevents the generation of revenues of the magnitude that an income or wage-based tax could produce.

Any major change in the state's tax system appears unlikely given traditional public resistance to alternative forms of taxation or increases in existing taxes during periods of rapid inflation. Indeed, recent statistics underscore Connecticut's long-term

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[36] "State and Local Taxes per $1,000 of Personal Income in Fiscal 1977," *Chronicle of Higher Education*, April 23, 1979.

[37] *State Tax Funds for Operating Expenses of Higher Education, FY 1969-FY 1979*, National Association of State Universities and Land-Grant Colleges, October 1978.

record in controlling public expenditures. A recent study published by the Connecticut Public Expenditure Council reported that Connecticut has had virtually no growth in constant dollar state and local government spending since 1971.[38]

With a relatively static revenue base, competition increases between state and local government and among state programs for limited tax resources. The financing of elementary and secondary education is a prime example of intergovernmental competition. The legislative response to the *Horton vs. Meskill* school financing decision commits an additional $150 million in state aid to local school districts over the next five years. In general, the shift in state resources to aid localities in education and other areas limits the pool of resources available for traditional state programs. As the resources available for state-administered services become restricted both by a nonexpanding revenue base and the continued growth of intergovernmental aid programs, interagency competition is likely to increase. To date, higher education has maintained its relative share of available General Fund resources. (Figure 7.) However, the double impact of inflation and tight government spending suggests that it will be extremely difficult in the future to maintain all existing state programs at desirable levels of quality. These constraints, added to enrollment stability or decline, will place difficult demands on all institutions.

THE HIGHER EDUCATION BUDGET PROCESS

Under P. A. 77-573, the General Assembly granted the newly created Board of Higher Education strong coordinative powers in the area of budget development. Prior to this legislation, the higher education budget process was highly decentralized with each constituent unit vying independently of each other for their part of higher education's share of the state budget. The lack of a strong central authority to interpret and determine priorities for the system's budgetary needs and the concomitant confusion that developed as budgets were reviewed by the General Assembly sparked the legislative initiative to strengthen the budgetary role of the BHE, particularly in the initial phases of the annual budget process.[39]

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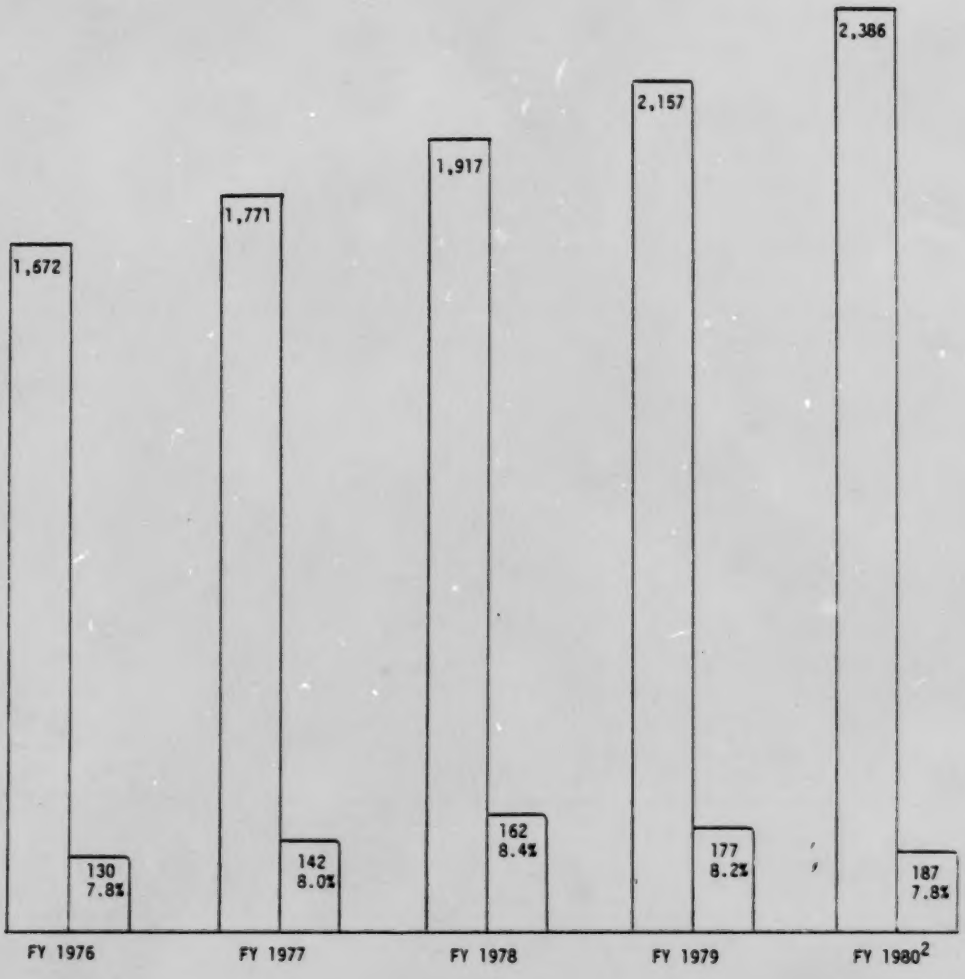
[38] *CPEC Taxpayer News*, March-April 1979.

[39] Connecticut General Assembly, Legislative Program Review and Investigations Committee, *Strengthening Higher Education in Connecticut*, 1977, pp. 6-7.

FIGURE 7

HIGHER EDUCATION SHARE OF
TOTAL STATE GENERAL FUND EXPENDITURES, FY 76-80[1]
(In Millions)



[1]Included in the higher education share are all expenditures from appropriations made directly to the higher education agencies; excluded are expenditures for such costs as fringe benefits, debt service, etc.

[2]In Fiscal 1980, the total General Fund figure used is the total appropriation; the higher education share is total of the direct appropriations to the higher education agencies and their approximate share of two centrally budgeted accounts which will be distributed to all agencies--fuel adjustments and salary adjustments.

Under the statute, the Board is required to "prepare and present to the governor and the general assembly a consolidated public higher education budget." This mandate resulted in considerable changes in both the preparation and defense of the capital and operating budgets. The Board has developed an operating budget development process that intensively reviews the program and expenditure requests of each constituent unit based on policy guidelines issued at the start of the process and with interaction between the staff and Board members in direct consultation with constituent unit representatives. The intensity of the budget review is exemplified by the fact that during the FY 80 budget process more than $11 million was cut from the constituent unit requests that were submitted to BHE. The final BHE request for the higher education system ($195 million) called for an increase of 9.8 percent over the previous year's spending level, a target which the Board could defend as educationally sound, responsive to the system's emerging needs, and fiscally prudent.

Aside from procedural and substantive improvements in the higher education budget process, the Board has embarked on an effort to improve the uniformity of budget data. As total resources become tighter, it is imperative that spending requests be justified using data that are uniform, descriptive and reflective of trends occurring within and among institutions. Uniform enrollment reporting techniques, workload analyses, program budgeting, and energy usage studies are examples of accountability measures that are now being used. These measures, when further developed, will improve the higher education budget process and ultimately improve the system's ability to justify the continued allocation of funds for its operating and capital needs.

In general, higher education budgeting is undergoing significant change throughout the country. During the growth era, rapid increases in enrollment justified the doubling and tripling of operating subsidies. As enrollments decline or stabilize, enrollment-driven budgets are suddenly constricted by the same funding policies which were so instrumental to growth during the 1960s and early 1970s. In essence, operating budgets should be enrollment-related but not enrollment-driven. A decline in enrollment should not be construed as an opportunity to proportionately decrease funding. Certain institutional costs are fixed--libraries, physical plants, administrative costs--and therefore must continue to be supported regardless of fluctuating enrollment. Certain other costs may decline or expand with enrollment.

Higher education capital budgeting has also undergone significant change as the result of higher education reorganization. Stimulated in part by the state's gradual shift toward comprehensive

multi-year facilities planning, the Board of Higher Education has begun the process of coordinating the state's short- and long-range higher education capital development strategy. Higher education institutions occupy 35 percent of all the state's leased and owned space. As Section 6 states, careful capital budget planning is imperative.

In reviewing present higher education funding policies, the Board assessed not only the need for long-term changes but also the need for prompt action on certain fiscal issues which require responsive initiatives now. Three key issues which affect institutional funding levels were addressed by the Board: education extension funding, fiscal flexibility, and tuition and fee policy.

EDUCATION EXTENSION FUNDING

The original concept of extension funding in Connecticut arose from the practice of public higher education institutions offering instructional courses to the public outside the traditional educational framework of the college. These courses were often off-campus or evening noncredit classes designed primarily as part of a public service program. Since these courses were not perceived as part of the primary educational goals of the institutions, it was felt that state tax revenues should not support them and that the individuals taking the courses should bear the "full cost."

For a variety of reasons the use of the extension funds has gone far beyond the original concept in recent years and has varied widely between the several units of higher education. These extension funds expended approximately $16.6 million in 1978-79 to serve more than 45,000 students, and as such constituted a substantial portion of Connecticut's total effort in public higher education. (Table XI.) The system of extension funds as it now operates has been of increasing concern to legislators and students, as well as to higher education officials. In response to this concern, the Board of Higher Education has studied the system of extension funding. The study found some substantial inequities and inconsistencies.

Costs to Extension Fund students (primarily part-time or evening students) are generally substantially higher than costs to General Fund students in identical or similar courses. The degree of this disparity differs widely between the units. An undergraduate extension student pays per credit hour from 1.4 to 2.5 times the amount paid by a full-time, in-state undergraduate General Fund student. In some cases, however, such as those of out-of-state

TABLE XI

EXTENSION FUND ENROLLMENT AND FEES

1978 Enrollment in Extension Fund Courses

	1978 Enrollment (Headcount)	
	Fall	Summer
University of Connecticut	938	6,183
State Colleges	13,291	12,725
Regional Community Colleges	3,637	5,801
Technical Colleges	2,516*	268*

*Estimated.

Comparison of Cost of Extension Fund and General Fund Courses 1978-79

	General Fund			Extension Fund	
	Annual Cost Tuition and Fees	Number Credit Hours*	Cost Per Credit Hour	Cost Per Credit Hour	Ratio
University of Connecticut	$968	30	$32	$45	1:1.4
State Colleges	690-740	30	23-25	40**	1:1.7
Regional Community Colleges	354	30	12	24**	1:2.0
Technical Colleges	377	60	6	15	1:2.5

The number of credit hours used is the number required for a student to fulfill all credit-hour requirements for the program in the prescribed length of time. In some cases, however, the actual average number of credit hours of full-time students is less than this figure.

**Regular session undergraduates.

students, extension fees are actually less than tuition. Costs between part-time and full-time General Fund students are not always equitable either, because some units do not prorate auxiliary services fees but charge the entire fee regardless of the number of credits taken.

Although the nature of the student body is changing dramatically from a predominance of traditional full-time students to a higher concentration of nontraditional part-time or evening students, these nontraditional students are in many instances excluded from the mainstream of administrative and funding support. At all of the units, except in a few instances, summer and noncredit classes fall under the Extension Fund. The specific policies of each of the units differ considerably.

The state college system's policy places all part-time and/or nonmatriculated students, regardless of the time of day they attend classes, under the Extension Fund. The technical college system's policy uses the time of day as the sole criterion for determining whether a course or student comes under the Extension Fund. All courses offered in the evening fall under the Extension Fund, while those held during the day fall under the General Fund.

The University of Connecticut's policy places the following students under the Extension Fund: all nonmatriculated students, all summer session students, students in noncredit courses, and all students enrolled exclusively in evening division credit extension programs. Many noncredit public service programs are supported by the General Fund.

The regional community colleges' policy provides that all students taking regular term credit courses, regardless of the hour the courses are offered or the number of credit hours taken, are considered to be General Fund students. However--and this is a major exception--students who enroll after the "budgeted" enrollment level is reached are put under the Extension Fund. This means, in effect, that students are accepted into General Fund programs on a first-come, first-served basis. In addition, some students choose to enroll in these extension courses because of convenience of time or location. Every effort is made to hold these classes at off-campus locations so that Extension and General Fund students are not simultaneously at the same building. Some noncredit public service courses are placed under the General Fund.

As indicated above, there is no consistency among the constituent units in their extension policies. This inconsistency also extends to the use of the funds. All units must pay from the funds

the salaries of instructors employed specifically to teach extension courses as well as the attendant fringe benefit rates required by the state comptroller. Other than this requirement, however, each unit has its own system or custom for determining the extent to which overhead and administrative costs are charged to the fund. The technical colleges and regional community colleges charge very little to the fund except the salaries and fringe benefits mentioned above and a few other specific direct costs. The state colleges and the University charge considerably more to their Extension Fund. The state colleges, in addition to instructional salaries, charge fuel and utilities, general repairs, and a percentage, which varies by college, of campus overhead expenses. Salaries of a variety of noninstructional staff, including maintenance, clerical and some administrative positions, are charged to the fund. The University charges fuel and utilities and an amount for use of facilities, but does not charge any salaries other than those of the staff of the division of continuing education.

In response to the findings of the Extension Fund study, the Board of Higher Education adopted the following series of policy guidelines, subject to exceptions approved by the Board:

- All matriculated students who are enrolled in credit-bearing courses during the regular term should receive General Fund support; those matriculated students who attend part-time should pay prorated tuition and fees equivalent to the amounts paid by comparable full-time students enrolled in the same or similar academic programs. Credit courses requested and funded by outside sources (e.g., federal or local government, private corporations, foundations) may continue to be financed through the mechanism of Extension Funds. There should be no distinction in regard to student charges, classification or access to courses which are based on time of day, student load, or locale of instruction.

- Nonmatriculated students, students in noncredit courses, and summer session students (until such time as legislation is adopted to finance from the General Fund summer session credit instruction) should continue to be financed through the Extension Fund. Remedial courses designed to prepare students for credit courses, students in programs of study requiring 12-month enrollment, and programs traditionally funded by the General Assembly out of the General Fund may continue to be supported by the General Fund.

- All extension programs remaining should be structured so that the following costs are ultimately supported by extension fees: 1) direct instructional costs, including faculty

and associated fringe benefits, equipment, contracts, and commodities; 2) indirect costs, including an appropriate percentage of institutional and administrative overhead. In courses which include both Extension and General Fund students, direct instructional costs should be prorated.

The Board action stipulated that "implementation of these guidelines is contingent upon receipt of General Fund support from the General Assembly for BHE special budget requests developed pursuant to these guidelines." It is estimated that full implementation would have a net cost to the state of approximately $5 million.

The Extension Fund guidelines are designed to eliminate the inequities between traditional and nontraditional students within each constituent unit; to eliminate unnecessary inconsistencies between the units in their extension policies and practices; and to preserve the linkage between the institutions and outside sources, such as industry, for provision of educational services on a timely basis. The Board also has developed a phasing plan in order to ensure constituent unit participation in implementing these guidelines through the FY 81 budget process. This phasing plan will provide a mechanism for monitoring the necessary changes through the entire gubernatorial and legislative budgetary process.

FISCAL FLEXIBILITY

The lack of fiscal flexibility in Connecticut's public higher education system has been a matter of concern at least since the Study Commission report in 1964. It has been pointed out that higher education's ability to serve business, industry, and government--as well as students--could be greatly enhanced if the system gained more administrative flexibility in the use of its financial resources so as to respond to changing needs and requirements. There is currently a high degree of financial oversight by numerous executive and legislative agencies (from pre-audit to post-audit) and the flexible use of institutional resources is stymied by an inordinate number of regulations, procedures and restrictive statutes. The costs associated with such control mechanisms must be significant, especially within the higher education sector of state government, which, because of its decentralized nature, has numerous levels of intermediate control. In its report to the General Assembly on higher education reorganization in 1977, the Legislative Program Review and Investigations Committee maintained "...if more responsibility and accountability in government remain important goals, then budgeted agencies should be given the funds to carry

out their responsibilities and should be accountable both for the funds and for the results on a performance review and post-audit basis."[40]

Similarly, the Filer Committee, which studied the structure of Connecticut's state government in 1976, recommended that fiscal controls "...be loosened to leave such functions as approval of low-dollar purchases and travel solely within the higher education structure." The Gengras Commission, which developed *A Plan for More Effective Financial Management for the State of Connecticut* in 1977, noted that under the present "inefficient budget control system... responsibility for decision making tends to become centralized in that all spending requests, whether budgeted or not, require clearance through the central budget agency, even though the staff is not equipped with sufficient information to effectively pass judgments on such requests. Central staff is then put in the position of second guessing agency spending requests which creates resentments in the agencies and an inefficient use of staff time."

A recent reassessment by the Board of Higher Education confirmed that fiscal inflexibility is indeed a continuing and pervasive problem. Before spending General Funds which have been appropriated for their operations, higher education institutions must obtain approval from one or more central agencies for such things as purchases exceeding $200, out-of-state travel, filling of classified positions, purchase of office equipment, lease or purchase of data processing equipment, contracts of all types, and transfers of more than $5,000 between appropriation categories. They must obtain some of these same approvals to spend funds received as student fees, charges for services, and federal grants. When federal grants and private donations are received, the institution must request and receive an allotment before making any spending commitments. It takes from two weeks to several months to receive approval (or disapproval) of these requests to make financial commitments. When approvals are delayed or requests are disapproved, institutional operations are disrupted, service delivery is diminished, and agency personnel become frustrated and demoralized. After visiting every public collegiate institution in Connecticut in the summer of 1978, Commissioner Michael D. Usdan reported, "The issue which surfaced on campus after campus was the problem of fiscal flexibility. The public institutions are hamstrung by fiscal constraints and bureaucratic procedures that curtail faculty initiatives and administrative flexibility."

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[40] Connecticut General Assembly, Legislative Program Review and Investigations Committee, *Strengthening Higher Education in Connecticut*, p. 48.

The Board of Higher Education is convinced that the easing of central agency controls is essential to maintaining institutional vitality in a period of limited financial resources and will prove to be cost-effective. Accordingly, the Board is committed to pursuing both administrative and statutory remedies, including[41]

- the development of pilot programs to substantiate the economic benefits of greater fiscal flexiblity to higher education institutions;
- continuing effort to reduce central state agency control functions in such areas as purchasing, leasing, personnel management, and expenditure control, and
- a change in the Board of Higher Education's statutory authority to eliminate BHE approval of leases and use and occupancy agreements under $1,000.

TUITION AND FEE POLICY

State tax resources have traditionally provided the principal means of financing public higher education in Connecticut. Prior to the introduction of tuition in 1972, students made no direct contribution toward the cost of state-supported education and services. Although a number of mandatory general purpose fees existed, the revenues generated were used primarily to support auxiliary enterprises (e.g., student activities and athletics). Since 1972, tuition and fee rates have increased in an unpredictable and sometimes inequitable manner, based primarily on the need to offset sudden expenditure pressures.

As is the case in many states, tuition rates in Connecticut are not governed by any uniform or consistent policy. In 1976, the only across-the-board increase since the introduction of tuition was prompted by the state's deteriorating fiscal condition and accompanying budget crisis. The amount of the increases was determined in part by higher education appropriation needs and in part by what decision makers felt the market would bear. A tuition policy in which rates are established outside of the arena of political/budgetary expediency would benefit both students and state policymakers.

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[41]The text of the Board's resolution on fiscal flexibility is included in Appendix C.

The statutes are vague as to where authority lies in the setting of tuition. Although the constituent units possess statutory authority to raise tuition (with approval by BHE which can also "initiate" changes in tuition schedules), there is little incentive to do so, primarily because all tuition receipts flow directly into the state's General Fund. Since there is no direct linkage between institutional appropriations and tuition revenues collected by those institutions, the constituent units are reluctant to alter their individual tuition policies unless forced to as a negotiating vehicle during a difficult budget process. Under current practice, minimum tuition rates are set in statute and remain fixed until they are increased by legislative action.

The statute is also vague in clarifying the basis for charging tuition. Section 10-329b of the General Statutes states that "tuition shall be charged in order to defray part of the cost of the higher education instructional programs at the constituent units of the state system of higher education." Although the intent of the language seems clear, no guidance is provided as to what portion of the cost the student should pay. The lack of a mechanism to adjust rates periodically as costs rise would seem to violate the spirit, if not the letter, of the statute.

Tuition rates vary markedly throughout the constituent units. Some students defray a larger part of the cost of their instructional services than others. Graduate students, except for law, medical and dental students, pay the same tuition as undergraduate students. Comparatively, Connecticut tuition and required fee rates are lower than the median rates charged in the surrounding northeastern states.[42]

Fee Schedules and Use. Although student tuition is a relatively new method of supporting higher education in Connecticut, student fees have a long history in the state. The fees, some optional but most mandatory, range from under $10 to over $1,000 per year.

Among the specific programs currently financed totally or partially from fees are student activities, dormitory and dining hall operations, student financial aid, intercollegiate athletics and certain instructional program expenses. In addition to these operating programs, capital facilities financed by self-liquidating

[42]Tables relating to tuition and required fees are included in Appendix H.

bonds are paid for with student fees. Such facilities often include athletic fields and buildings, dormitories, and student centers.

Since revenues generated from required student fees are not credited to the state General Fund, and therefore are not a part of the annual legislative appropriations process, significant flexibility is available to the constituent units in their utilization. Given the broad statutory authority granted to constituent units relative to fee establishment, each constituent unit has established its own series of policies concerning the use of fees. As in the case of tuition policy, the BHE may "initiate" changes in constituent unit fee schedules.

Fee schedules throughout the system differ widely with regard to which costs are supported by fees and how fee policies are administered. For example, all state college full-time students pay a state college fee which is almost entirely used to support debt service on buildings financed by self-liquidating bonds, primarily dormitories. All students pay regardless of whether they live on campus. Students also pay a general fee ranging from $119 to $155 across the four campuses. University of Connecticut students pay a comprehensive general university fee ($480 for state residents) which supports everything from intercollegiate athletics to bond liquidation and student financial aid. Required fees charged to community college students are more than 40 percent higher than the required fees charged to technical college students.

Ironically, as required fees rise to offset inflationary pressures and support new fee-financed program expenditures, tuition rates remain relatively constant. Moreover, as General Fund support stabilizes, units have, in certain instances, shifted the financing of certain activities from state support to fee support. The result is an ever-increasing range of programs which have become dependent upon student fees. The distortion between tuition and fee rates is evident in the case of the University of Connecticut where the general university fee charge of $480 is almost 90 percent of the tuition charge, which is $540.

A New Approach. In order to develop a more rational approach to the setting of tuition and fees at the public institutions, the Board of Higher Education proposes the following:[43]

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[43]The text of the Board's resolution on tuition and fee policy is included in Appendix C.

- Rather than continuing the current method of periodically adjusting tuition in a time of crisis, tuition rates should reflect a fixed percentage of the state's annual direct appropriation per student.[44]

- Tuition charges should be related to cost according to the following cost-sharing targets: in-state undergraduate students would pay 20 percent of the unit average direct appropriation per student; in-state graduate and professional students (excluding medical and dental students) would pay 30 percent; out-of-state undergraduate students would pay 40 percent; and out-of-state graduate students would pay 50 percent.

- Because of the unique circumstances surrounding the high-cost medical and dental programs offered at the University of Connecticut, tuition rates for medical and dental students would be exempt from the specific cost-related tutition policy pending completion of a thorough study of public medical and dental school tuition policies and practices. Under current rates, these students pay a very small fraction of the appropriation per student.

- In order to demonstrate fully the utilization of tuition receipts for specified educational purposes, the collection and disbursement of the tuition receipts should be accounted for in a separate special revenue revolving fund for each constituent unit, credited with income earned by the fund.

- To prevent the exclusion of any student because of an inability to pay higher tuition, the implementation of this tuition policy should be accompanied by a commensurate increase in state-supported student financial aid programs.

- Student tuition and fees should be reviewed annually by the Board of Higher Education in order to reassess the relationship of student tuition and fee charges to the state subsidy and their impact upon total student financial burden. As

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[44]The Board of Higher Education proposes that tuition charges be revised on an annual basis beginning with FY 81 so that the tuition policy will be fully implemented by July 1, 1982. Following full implementation, tuition readjustments would thereafter be made on a biennial basis in accordance with the biennial percentage change in direct appropriations per FTE.

part of that review, fee-supported expenditures should be reviewed to determine which cost components should more appropriately be financed through the state's General Fund or through an alternative method of financing such as user fees. The use of required student fees eventually should be limited to the financing of noneducational student support services and programs such as residence and dining hall maintenance and operation, intercollegiate athletics, student center operation and maintenance, and health services.

These proposals are a significant departure from current practice. Since the concept of cost-related tuition was first popularized in 1974 by the Carnegie Commission and as more states have moved in this direction, arguments have surfaced over the ingredients in the cost base, appropriate percentages, differentials by level of education, and other sub-issues. With the exception of the recommendations of the Carnegie Commission and the Committee for Economic Development, no standardized formulas exist for the distribution of educational costs between the state and the students. States which have adopted cost-based tuition policies have developed a wide range of formulas, each designed to meet particular needs and traditions. The Board's primary objective is to establish the principle that the costs of a quality system of higher education in Connecticut should be equitably shared between the state and the students as beneficiaries of the public higher education system. The formula proposed is equitable, fiscally responsible and rational.

BUDGET IMPLEMENTATION

In its structural recommendations, the Board of Higher Education proposes that it exercise a stronger fiscal planning role, especially in the area of budget implementation and administration. As stated earlier, the Board possesses strong statutory powers with regard to systemwide budget planning and development. Without some involvement, however, in the process of budget implementation, the Board cannot ensure that state policies and priorities are reflected in the ongoing development of the system. The scope and significance of the proposed structural recommendations make this role even more important. Reviewing intra-unit budget allocation plans is a procedure that is being proposed to ensure compliance with stated policies and objectives.

Specific authority proposed for the Board (which requires a change in legislation) consists of:

- the review and approval of annual operating budgets developed by the higher education budgeted agencies pursuant to

specific appropriations made by the General Assembly, prior to the expenditure of appropriated funds--such approval to be granted after review of unit budget allocation plans displayed for each institution by appropriation;

- periodic review of unit operating budgets to monitor adherence to approved allocation plans and the appropriateness of interinstitutional fund transfers;

- review and approval of requests for deficiency appropriations and requests for transfers between budgeted agency appropriation accounts prior to submission to the Finance Advisory Committee.

It should be noted that the purpose of the Board's monitoring effort is not to assume the role of a governing board but rather to ensure that funding is allocated consistent with BHE policies and with legislative intent.

TRENDS AND ALTERNATIVES

In an earlier section, the observation was made that current budgetary strategies may have to change as higher education enters into a period of relative stability rather than growth. Although future trends in Connecticut may ultimately differ from national trends, there are certain prevailing conditions which transcend state borders and apply to Connecticut as well as most other states.[45]

Overall stabilization of enrollments. As the level of enrollment falls among traditional age groups, enrollment among nontraditional older, part-time students will rise. However, the infusion of part-time students into the system will not totally offset the financial impact of a decline in the numbers of traditional college-age students.

Both contraction and expansion within state systems. While total enrollment over the entire state system may stabilize or possibly decline at some point during the 1980s, some institutions or programs may contract while others expand. Factors such as location, the state's manpower needs and student cost burdens will

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[45] *Budgeting of Postsecondary Education in the Eighties,* Southern Regional Education Board, 1978.

affect which institutions gain or lose enrollment. The high cost of fuel should assist the enrollment levels of institutions which are accessible by public transportation.

Rising costs unmatched by rising appropriations. Continued high inflation will affect the financial viability of all the state's institutions. Energy costs and the labor-intensive nature of higher education tend to escalate costs at a rate exceeding those of other sectors. If the past few years are indicative of the future, appropriations to support institutional programs will fall short of matching inflation.

Expenditure limitation policies. Connecticut's conservative fiscal policy will continue to exert pressure to hold down the cost of government programs. Recent legislative action granting the Governor stronger authority to withhold appropriated funds is an example of the state's continuing effort to tighten expenditure controls.

Given these trends, Connecticut's system of public higher education, regardless of how it is structured, needs to develop alternative budget strategies to withstand the multiple pressures that it will be facing. In developing such strategies and in refining a systemwide fiscal policy, the Board will focus on four principles or policy considerations.

Equitable policies regarding state support for new markets. The adoption of new Board policy regarding Extension Fund students is the first step in the process of gradually absorbing greater numbers of nontraditional students into the mainstream of public support. Rational and progressive funding policies in supporting the concept of lifelong learning is a major concern of the Board and the component parts of the system.

Flexible approaches to resource allocation. As pressures mount to reduce program costs to accommodate a cost-conscious legislature, the higher education system faces the task of convincing other executive agencies that flexible approaches are needed in determining funding levels. Factors such as new program development, improvement of program quality and accommodation of nontraditional constituencies should weigh heavily in resource allocation decisions. The concept of base-level funding to support an institution's fixed costs should be explored. Program budgeting should be used as a tool both to defend budgets and to ensure accountability.

Expanding higher education's public service role. The state's higher education institutions should contribute to the state's economic, social and cultural well-being and should serve commerce,

industry and agencies of state and local government through teaching, research, scholarship and public service. Funding policies should be tailored to accentuate the system's public service responsibility. At the same time, opportunities should be pursued to increase financial support from the federal government and private industry.

Institutional vitality and accountability. To prevent the further erosion of institutional autonomy and vitality, the higher education agencies and institutions should work collectively and cooperatively on the development of accountability procedures that enhance credibility and the case for continued and increased financial support.

STRATEGIES FOR THE FUTURE

As Connecticut's system of postsecondary education approaches a decade of little growth in enrollment and financing, ways must be found to maintain program quality and institutional support at effective levels. The structural and educational policy recommendations contained in this report are illustrative of the long-range planning that is needed to guide higher education through the next decade. A key problem is how to tie relatively short-term budget strategy to long-term planning. Certainly, budget strategies during the 1980s must be flexible enough to fit into detailed long-range plans and resilient enough to cope with the short-term fiscal exigencies that so often dominate the state's budget process.

The specific proposals on structure recommended by the Board would improve considerably the system's ability to manage its financial resources during the 1980s. The merger of the state technical colleges and the regional community colleges under a single governing board would enable the two-year segment of the higher education system to capitalize on the sharing of facilities and staff. At the same time, the distinctive mission of the two-year programs--the academic, the vocational, the technical, the community service programs--can be developed in a manner that is responsive to the educational needs of citizens and the manpower needs of Connecticut business and industry. Rather than continuing the current process of competition for limited funding, the emergence of a comprehensive two-year college system should reinforce arguments for adequate funding. Specific fiscal planning proposals will gradually emerge as the new two-year board refines the size and scope of the two-year system. Among the charges to the new two-year board are the establishment of a long-term facilities plan regarding the joint use of space, the development of detailed institutional mission statements, the development of funding mechanisms to ensure necessary resource support for the more costly high

technology programs and the review of existing institutional administrative staffs to streamline management.

The Board's proposal relative to the creation of a single governing board for the University of Connecticut and the state colleges carries with it many of the same opportunities for careful fiscal planning as does the proposal on the two-year system. In addition to general long-term planning objectives--facilities planning, elimination of duplicative programs, improved articulation with the two-year system--the proposal recommends the identification of areas of specialization based on institutional areas of academic strength. From the standpoint of allocating resources, the notion of specialization is important. As resources stabilize, the four-year sector should evaluate the quality and effectiveness of its programs with the goal of attaining high levels of quality in certain programs rather than marginal quality in many programs.

As has been stressed throughout this report, the Board is convinced of the need for stronger direction and oversight of the higher education system in Connecticut. In the proposed reorganization of the system of public higher education, the Board of Higher Education would continue as a strengthened statewide policy-making, planning and coordinating agency.

The act that created the Board of Higher Education in 1977 required the agency to present "a proposal for the organization and responsibilities of the higher education structure and...recommendations to be acted upon by the general assembly."

In response to this mandate and as reflected in this report, the Board of Higher Education has proposed the establishment of a reorganized system of higher education consisting of comprehensive two-year and four-year systems, the assumption by the Board of external degree programs and functions, and certain changes in the composition and authority of the Board of Higher Education. These organizational recommendations all require appropriate enabling legislation. As indicated in the report (Section 3) and the text of the structure resolutions (Appendix C), the Board's proposal on organization includes specific recommendations on governance mandates, initial and ongoing composition of the boards, terms for members and the election of chairpersons, prescribed timetables, mission parameters, and objectives. It is the Board's intent that these elements will be incorporated in draft legislation for consjderation by the appropriate legislative committees.

The governance question--the number, types and responsibilities of boards and the number and alignment of institutions--is undoubtedly the most controversial issue addressed in this report. As has been noted in previous sections, however, the Board of Higher Education is convinced that, in addition to governance, the state must consider an increasingly urgent agenda of policy issues concerning access, program quality and distribution, capital investment, and financing. These issues must be addressed regardless of whether or not the existing structure is changed.

Accordingly, the Board has adopted a number of resolutions concerning various policy areas. Most of these initiatives are fully within the Board's current statutory authority and implementation as appropriate already is underway. For example, the capital construction priorities (Section 6) were used in reviewing FY 81 requests for new authorizations. The resolutions relating to program planning (Section 5) and Extension Fund guidelines (Section 7) are being incorporated in the ongoing program planning and budget development and review processes.

Certain policy actions, however, require changes in or clarification of the Board's statutory authority, and these changes will be incorporated in the governance legislation prepared for consideration.

Examples are the Board's authority to monitor budget implementation (Section 7) and to review facilities requirements and change orders as part of an improved capital planning process (Section 6). While some of these functions could be construed as falling within existing powers, both implicit and explicit, the Board recognizes that their effective implementation may well depend on explicit legislative sanction and authority.

A few of the policy directions adopted by the Board will require additional legislation not directly related to governance. Development of a comprehensive student financial assistance program (Section 4) and changes in tuition policy (Section 7) are examples of these directions.

The board-adopted recommendations on structure and organization are reviewed in Section 3. The policy initiatives have been discussed in detail in Sections 4 through 7. Certain policy initiatives requiring legislative action are summarized below.

Recommendations and Policy Initiatives Requiring Legislation. The following will require appropriate legislation to be initiated or to be fully effective:

1. the four resolutions pertaining to system organization and structure (Section 3);

2. implementation in cooperation with the governing boards of an enrollment planning process whereby specific enrollment parameters are to be set on an institution-by-institution basis, including ratios of upper-division to lower-division students (Section 4);

3. implementation of incentive programs to increase minority participation in higher education, these activities to be implemented by July 1, 1981 (Section 4);

4. consolidation of seven student financial assistance programs into the proposed single comprehensive program and the discontinuance of the Student Financial Assistance Commission, with the Board of Higher Education identified as the agency responsible for administering the consolidated program (Section 4);

5. clarification of the Board of Higher Education's role in

   a. reviewing, for major capital projects, the facilities requirements and scope statements prepared by the units or institutions;

   b. participating in the review of plans at the basic design stage; and

   c. reviewing change orders that would significantly change the functions and/or increase the cost of construction projects (Section 6).

6. clarification of the authority of the Board of Higher Education to seek direct capital authorizations for reallocation to the units in areas such as energy conservation and renovations to provide access for the handicapped (Section 6).

7. conversion of summer sessions at the public higher education institutions from Extension Fund to General Fund support (Section 7).

8. change in requirement for Board of Higher Education approval of lease and occupancy agreements to exempt agreements under $1,000 (Section 7).

9. clarification of language in the tuition statutes regarding the responsibility for initiating changes and the basis of those changes (Section 7).

10. establishment of special revenue funds for the receipt of tuition by the constituent units (Section 7); and

11. clarifying language giving the Board of Higher Education explicit authority to review, approve, and monitor inter-institutional budgetary allotment plans and to review and approve requests for deficiency appropriations and requests for transfers between appropriated accounts prior to submission to the Finance Advisory Committee (Section 7).

Timetable. Consideration of appropriate statutory changes will be sought during the 1980 session of the General Assembly for the recommendations on organization and for policy initiatives requiring legislative action. The proposals on structure and organization contain explicit timetables, which will be included in the requested legislation.

This approach reflects the need and intent to have the new governing boards operational as soon as possible so that those boards can undertake the basic planning necessary to create the comprehensive systems. Including members of the current governing boards of the units affected will provide the continuity necessary for an early and smooth transition at the beginning of and during the planning period.

The recommendations also premise mandated deadlines for the development of staff organization for the new boards, and for the submission and review of both draft and final plans for the new systems. This approach parallels the timetables included in Public Act 77-573 regarding the Board of Higher Education, and reflects the importance of timely progress on system development to fit the schedules of capital construction decisions and contract negotiations affected by the proposed changes.

The schedule and sequence incorporated in the structure recommendations of the Board are as follows:

July 1, 1980

- On or before this date, appointments to the single governing boards for the comprehensive two-year and four-year systems.
- Transfer of all functions previously exercised by the Board for State Academic Awards to the Board of Higher Education and appointment of a member of the Board for State Academic Awards to the Board of Higher Education.
- On or before this date, changes in composition of the Board of Higher Education and appointment of new public members.

October 1, 1980

- Submission by this date to the Board of Higher Education of the implementation plan for the organization and operation of the external degree programs and functions, this plan to be 1) consonant with prescribed mission parameters and objectives; 2) developed by the staff of the Board of Higher Education in consultation with the staff of the then former Board for State Academic Awards; and 3) reviewed, revised and approved by the Board of Higher Education within 60 days of submission.

November 30, 1980	• Submission by this date to the Board of Higher Education of the tables of central office staff organization for the administration of the comprehensive two-year and four-year systems, these tables to be 1) developed by the respective single governing boards; 2) reviewed by the Board of Higher Education within 60 days of submission; and 3) either approved or referred back to the appropriate single governing board with suggestions for revision.
June 1, 1981	• Submission by this date to the Board of Higher Education of plans for implementating the comprehensive two-year and four-year systems, these plans to be 1)developed by the respective single governing boards in consultation with the Board of Higher Education; 2) consonant with prescribed mission parameters and objectives; and 3) reviewed, revised and approved by the Board of Higher Education within 60 days of submission, with the approved plans to be the basis for FY 83 consolidated budget request.
July 1, 1981	• Transfer on this date of the University of Connecticut's Hartford, Torrington and Waterbury branch facilities to the comprehensive two-year college board, with the University responsible until June 30, 1982 for the completion of the sophomore year of instruction for those students admitted to the branches in September 1980.

Excerpts, Legislative Program Review and Investigations Committee Report	Appendix A
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Board of Higher Education Resolutions on Legislative Recommendations and Policy Initiatives	Appendix C
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APPENDIX **A**

This material is excerpted from *Strengthening Higher Education in Connecticut*, Legislative Program Review and Investigations Committee, April 1977, pp. 17-27.

IV. ALTERNATIVES FOR ORGANIZING THE CONSTITUENT UNITS

The Legislative Program Review and Investigations Committee reviewed the governance structures of other states and more than a dozen proposals for restructuring higher education in Connecticut. The proposals ranged all the way from complete consolidation into one institution with one governing board to the current five constituent boards under a coordinating council composed entirely of constituent representatives. The proposals presented in this chapter are representative of that range:

- The Legislative Program Review and Investigations Committee staff regional proposal consolidates the system into one institution--the University of the State of Connecticut--and requires only one governing board.

- The Legislative Program Review and Investigations Committee staff "Connecticut State University" proposal consolidates the system into two institutions--the University of Connecticut and the Connecticut State University--each with a board of trustees which report to the State Board of Postsecondary Education.

- The Filer Committee proposal consolidates the community colleges and technical colleges into one constituent unit, retains the University of Connecticut and the state colleges as separate units, but removes all constituent boards.

- The Gould proposal also consolidates the community colleges and the technical colleges, and in addition, consolidates the University of Connecticut and the state colleges.

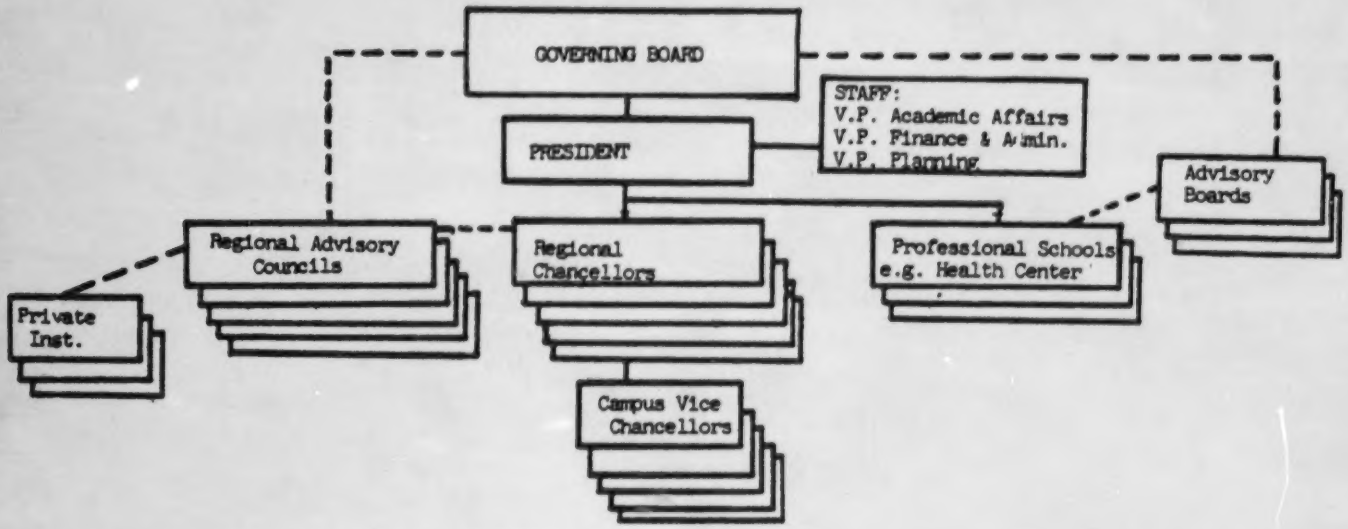
- Proposed HB 7658 called for a coordinating council composed entirely of constituent representatives and left the existing constituent units and governing boards in place.

In addition to the general restructuring proposals, brief discussions of the State Board for Academic Awards and the University of Connecticut branches have been presented. As already noted, this chapter is purely informational, and includes no recommendations.

Legislative Program Review & Investigations Committee Staff Regional Proposal

After numerous interviews in which the problems of Connecticut's higher education system were persuasively articulated in terms of gaps and overlaps in programs, as a result of poor regional planning and coordination, the Legislative Program Review and Investigations Committee staff developed a proposal aimed at solving such problems. Shown in Figure IV-1 this proposal called for a single

Figure IV-1. LPR&IC Staff Regional Proposal--The University of the State of Connecticut.



Source: LPR&IC staff analysis.

governing board and a single statewide public institution, regionally administered by chancellors with input from broad-based regional advisory councils (see Appendix IV-1). Statewide planning would be built on regional plans and conversely regional institutions would jointly allocate the needs of a region to be met in various programs and campuses.

Substantial resistance was encountered over the notion of including a land-grant college--the State University--in such a system (in spite of the fact that the University of Wisconsin recently took such a step) and led to the second staff proposal.

Legislative Program Review & Investigations Committee Staff
Connecticut State University Proposal

The second proposal would leave the University of Connecticut intact as a statewide resource, with its Board of Trustees, the Storrs campus, and the graduate and professional schools.

The other three constituent units, however, would be merged to create a Connecticut State University with a mission statement encompassing the charges of the State Colleges, the Regional Community Colleges, the State Technical Colleges, and the Board for State Academic Awards. The higher education turf would be divided on a functional (mission) basis between the two institutions as shown below.

Proposed Mission Statements

The Connecticut State University

The Connecticut State University shall have primary responsibility for providing

1) undergraduate education in the liberal arts and sciences,
2) applied education and training in occupational, vocational and technical fields,
3) continuing education programs to promote life-long learning,

and within this mission shall insure maximum educational opportunities for the citizenry of the state.

The University of Connecticut

The University of Connecticut shall have primary responsibility for

1) graduate education programs leading to doctoral and advanced professional degrees,
2) research, and
3) public service.

It shall also provide undergraduate education leading to a baccalaureate degree to those selected students whose goals and abilities are consistent with the University of Connecticut's distinct mission as the center for advanced education, research and public service in the state.

Figure IV-2 presents an organization chart showing the full public higher education system and Figure IV-3 is a detailed organization chart of the Connecticut State University. Figure IV-4 shows how the institutions might be grouped geographically.

This proposal provides for an integrated system authorized (and mandated) to deliver quality liberal arts education, occupational and technical training, and community services which are currently authorized for the state colleges, the community colleges, and the technical colleges.

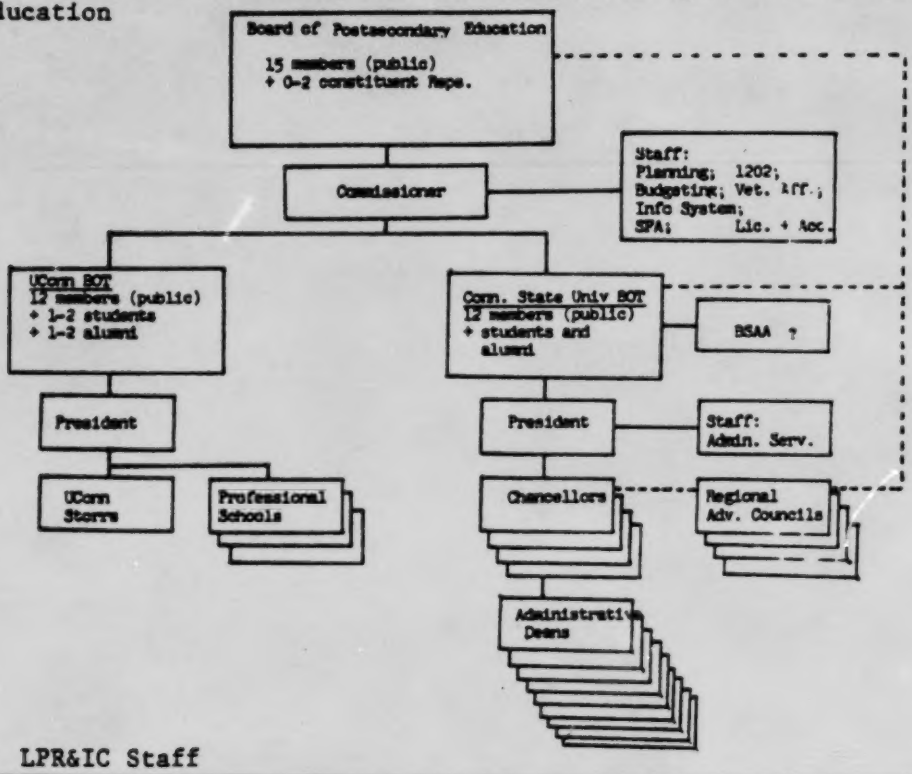
A student could apply for admission to one institution (CSU), be screened and counseled into an appropriate program, be assigned a main branch (Western, Central, Southern, or Eastern) for record keeping and further counseling purposes, and could then take any courses (for which he/she is prepared) on any campus of the system. It is expected that enrollment would tend to cluster on the campuses nearest each main branch due to commuting considerations.

Further, curriculum planning and coordination would focus on regional needs and interests. The main campus in each region would be the hub of program planning and budgeting. Faculty teaching primarily at local branch campuses would all be members of a single academic department for each discipline, coordinated by a single department head for each discipline in each region.

This proposal is seen by staff as a method of enhancing student opportunity by allowing students to register in a statewide institution and to enroll in courses at any campus on a space available basis. It is seen as a means of improving educational quality because by pooling resources, no one campus would be required to be comprehensive. This would allow special programs to flourish on a few campuses with a much broader choice of courses within that program since faculty would be freed from teaching mostly "the basics" on campus after campus. Some campuses could become known for their arts and music programs while others might focus and become excellent in allied health and other service professions.

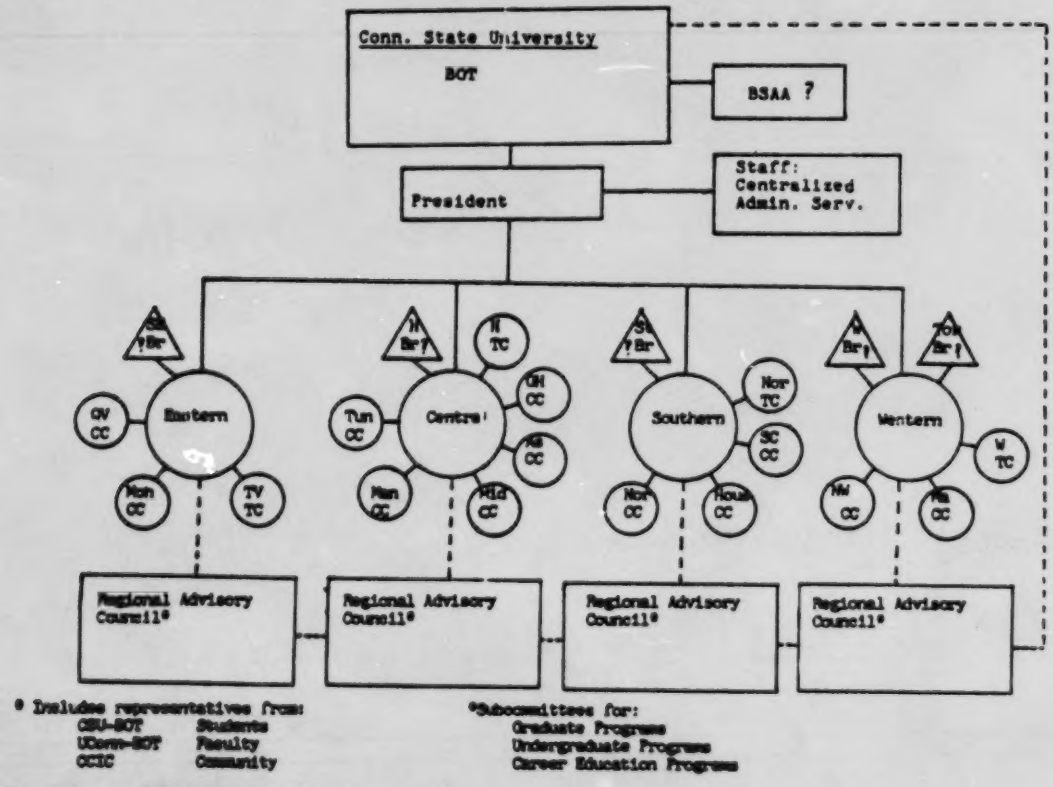
This proposal, which came to be known as the "Connecticut State University" or "CSU" proposal was of special interest to the Program Review and Investigations Committee. It was the topic of several meetings, including one in which the chief executive officers of each constituent unit and the Commission on Higher Education were invited to criticize it from an educational delivery point of view. Predictably, each chief

Figure IV-2. LPR&IC Staff Proposal for Connecticut System of Postsecondary Education



Source: LPR&IC Staff

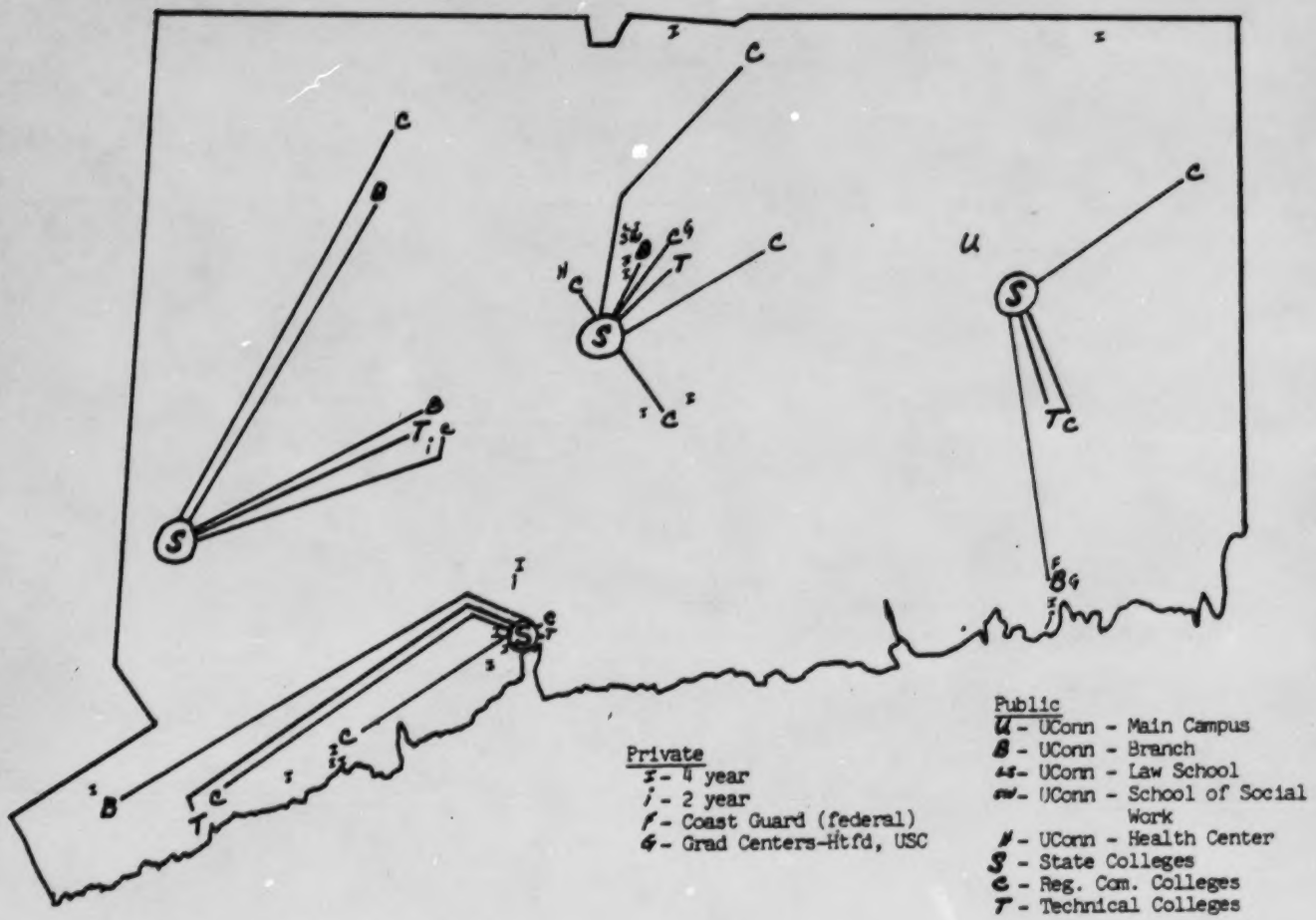
Figure IV-3. Connecticut State University Detail



Source: LPR&IC Staff

A-5

Figure IV-4. Map for LPR&IC Staff Connecticut State University Proposal.



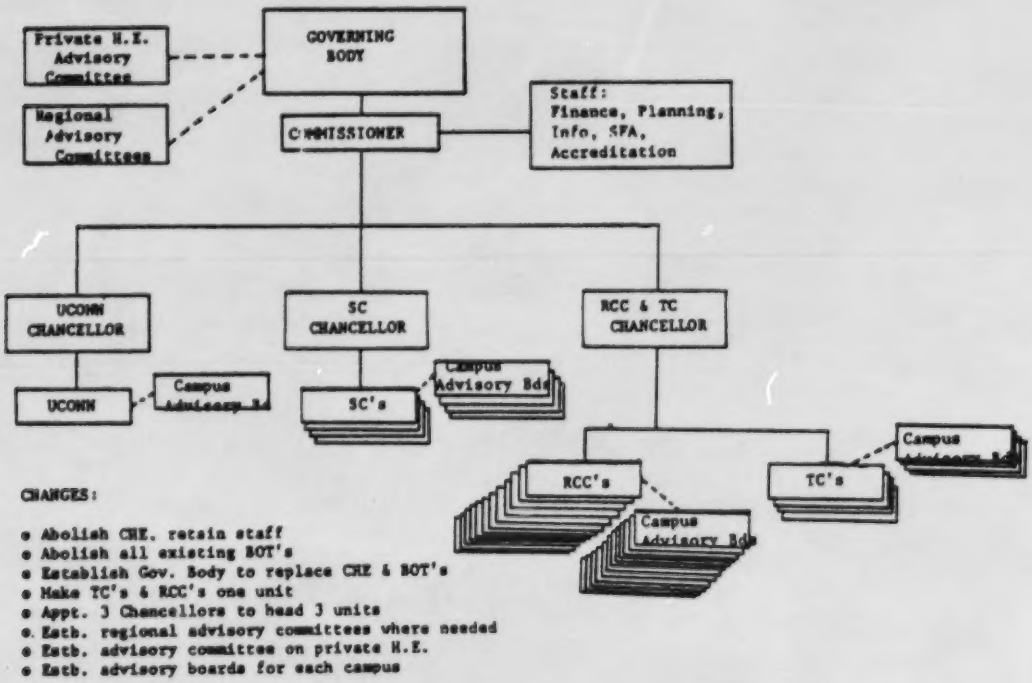
Source: LPR&IC Staff

executive favored the proposal endorsed by his respective board, but no serious harm was done to the CSU concept. In fact, support for the concept was enthusiastically (though sometimes confidentially) expressed by persons representing a wide variety of interests among the higher education community.

Filer Committee Proposal

Connecticut's system for higher education was reviewed by the Committee on the Structure of State Government (Filer Committee). That committee recommended that the system be restructured under a single governing board of persons (not employed by any higher education institution) appointed by the Governor and confirmed by the General Assembly. In addition to the authority held by the Commission for Higher Education, the governing board would assume the responsibilities of the constituent boards which would all be abolished. The public institutions would be arranged into three units: the University of Connecticut, the State Colleges, and the combined

Figure IV-5. Filer Committee Proposal (12/20/76)



Source: LPR&IC staff analysis of Filer Committee Report.

Regional Community and State Technical Colleges. Each unit would be administered by a Chancellor reporting to the Commissioner. Each campus would have an advisory board, and regional advisory committees would be established where warranted.

This higher education restructuring recommendation is consistent with the general thrust of the Filer Committee report which is to consolidate state agencies. The Filer Committee felt that the small size of Connecticut's system of higher education does not require governing bodies for each constituent unit, and believed the system would be improved by a streamlined governing structure.

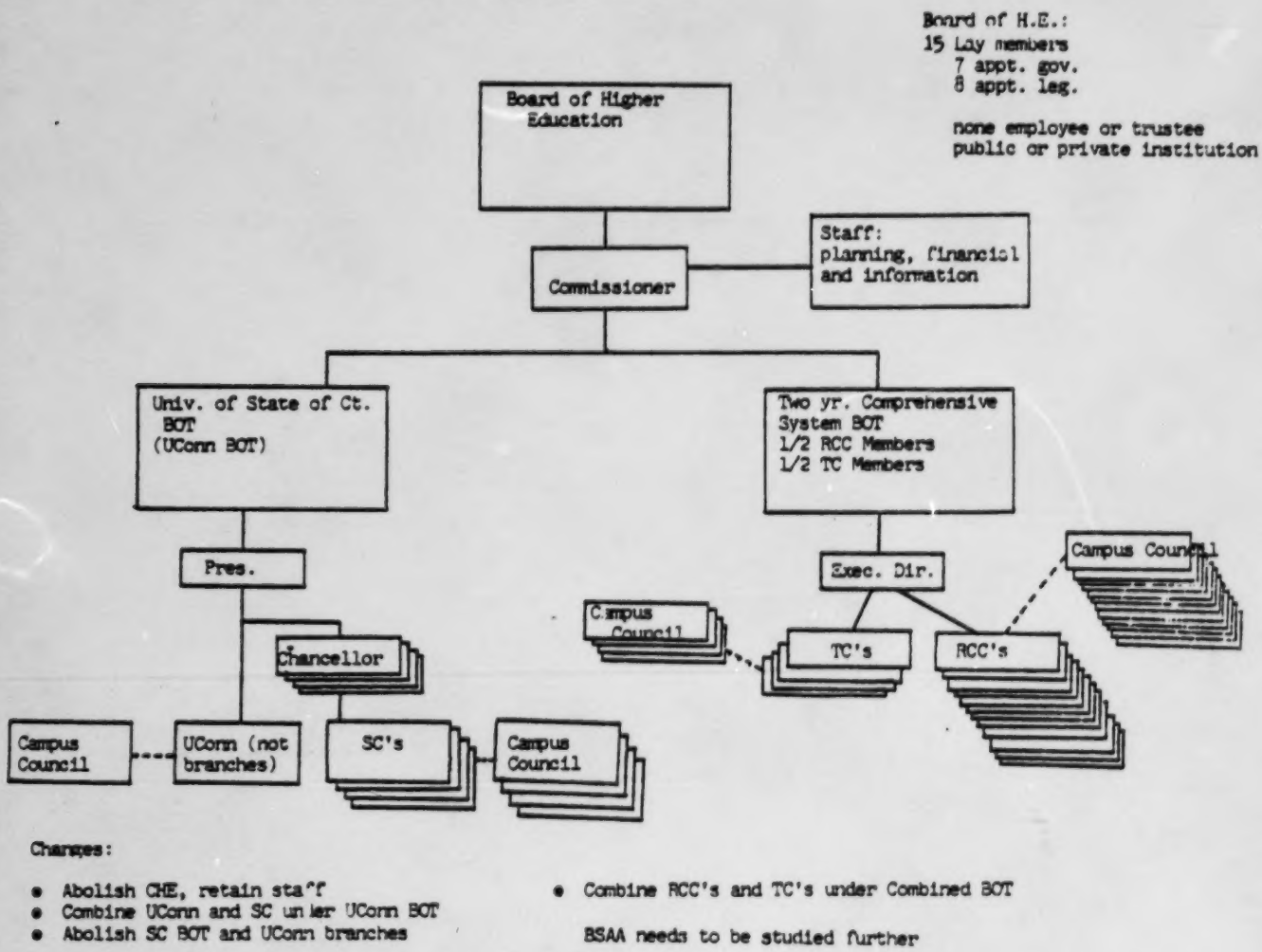
Gould Proposal

Dr. Samuel Gould, acting Chancellor for the Commission for Higher Education recommended a central policy making and coordinating body composed of seven gubernatorial and eight legislative appointees, none with higher education affiliation.

The institutions would be grouped into two subunits--one for four-year and advanced degrees, and one for two-year degree programs. The first combines the University of Connecticut (without two-year branches) and state colleges to form the University of the State of Connecticut with four-year branches at New Britain, Danbury, New Haven, and Willimantic. This subunit would be governed by the University of Connecticut Board of Trustees (the State College Board would be abolished). The technical colleges and community colleges would make up the other subunit with a Board of Trustees composed of equal representation from the two existing Boards of Trustees. Each institution would also have a council to coordinate the programs of the campus with needs of the community. Figure IV-6 is an organization chart depicting the structure recommended by Dr. Gould.

The central body's authority would fall into two major categories: budgetary and fiscal planning, and systems planning and development. Fiscal responsibility would include assumption of the pre-audit function of the Department of Finance and Control as well as an improved central budget process. Policy planning of academic programs would involve strengthening the policy review, program coordination and approval authority exercised by the Commission of Higher Education.

Figure IV-6. Gould Proposal (1/4/77)



Source: LPR&IC staff analysis of Gould proposal.

Dr. Gould considers several structures workable, but he believes that this proposal reflects the best features of all the proposals.

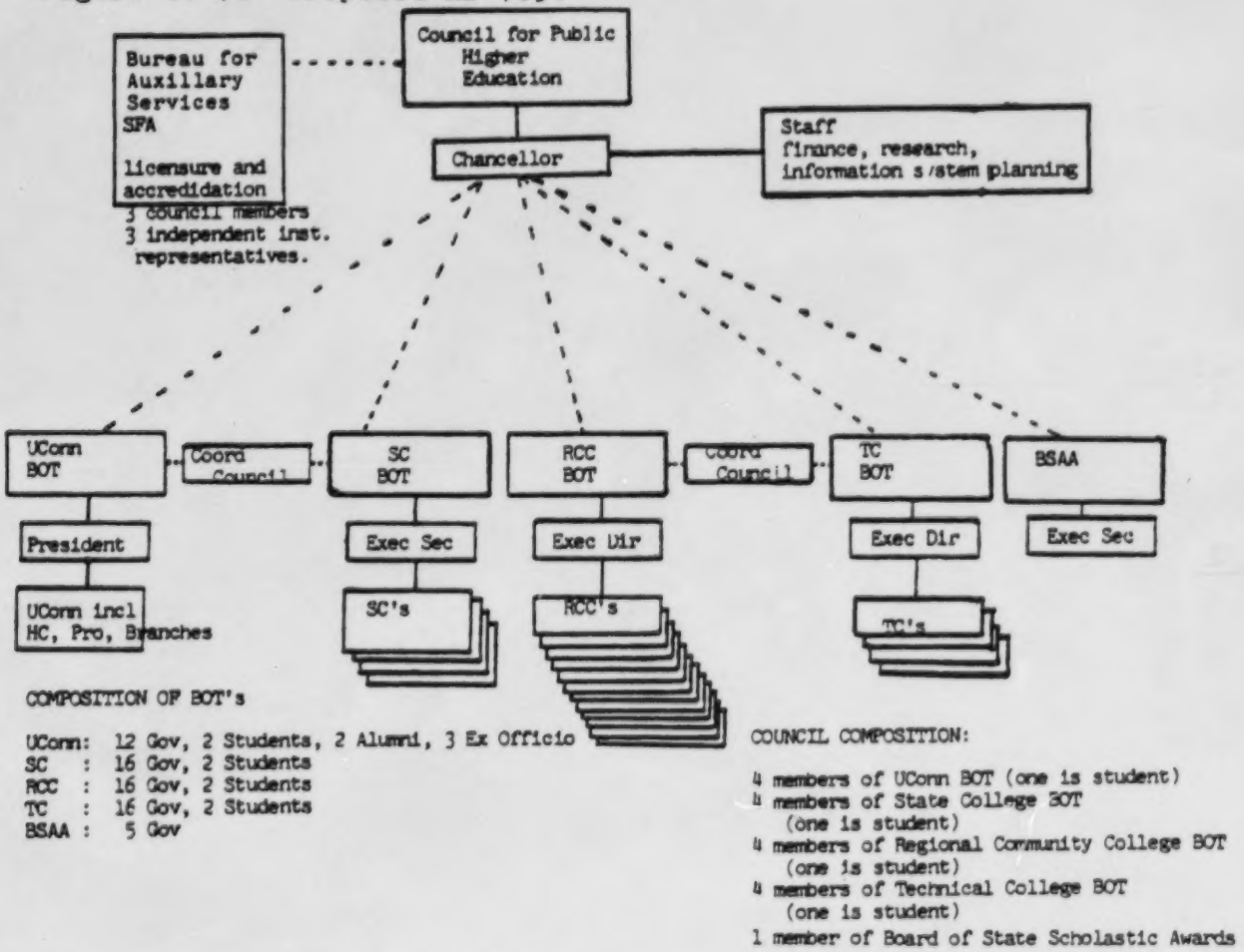
Proposed HB 7658--An Act Creating a Council for Public Higher Education (1977 Session)

Proposed HB 7658 called for the creation of a coordinating Council for Public Higher Education to replace the existing Commission for Higher Education, and left the existing

constituent units in place. The proposed governance structure differs from the present structure in the composition of the central board and in a shift of selected staff responsibilities to a "bureau for auxillary services." The coordinating Council would be composed of seventeen members--one from the Board of State Academic Awards, and four each (one of whom would be a student) from the four remaining constituent boards.

This proposal would give Council members authority for systemwide governance while remaining accountable to their constituent boards. The hope was that this structure would

Figure IV-7. Proposed HB 7658



Source: LPR&IC staff analysis.

improve coordination among constituent units. In addition to the responsibilities held by the existing commission, HB 7658 mandates preparation and presentation of a systemwide budget, assigns the authority to coordinate, merge, close, or otherwise alter existing programs, facilities or campuses, and grants the authority to plan for institutional development.

The bureau of auxiliary services would be composed of three independent institution representatives, appointed by the Governor, and three Council members. It would assume 1202 planning responsibilities, student financial aid, licensure and accreditation of higher education program institutions and licensure and accreditation for proprietary schools, a function presently held by the State Board of Education.

Public Act 77-573, the legislation which created the Board of Higher Education, is codified in Chapter 178, Connecticut General Statutes.

CHAPTER 178*

STATE SYSTEM OF HIGHER EDUCATION

*See also chapters 164 and 165.

PART I

GENERAL

Sec. 10-322. Definitions. Section 10-322 is repealed.

(February, 1965, P.A. 330, S. 1; 1967, P.A. 751, S. 7; P.A. 73-656, S. 2, 6; P.A. 77-573, S. 27, 30.)

Sec. 10-322a. State system of higher education; definitions. There shall be a state system of public higher education to consist of (1) The University of Connecticut and all branches thereof, (2) the state colleges, (3) regional community colleges, (4) the state technical colleges, (5) the board for state academic awards, and (6) the central office staff of the board of higher education as established pursuant to section 10-323a. "Constituent units" as used in the general statutes means those units in subdivisions (1) to (5) inclusive, of this section.

(P.A. 77-573, S. 1, 30.)

Sec. 10-323. Appointment of commission. Section 10-323 is repealed.

(February, 1965, P.A. 330, S. 2; 624, S. 1; 1967, P.A. 751, S. 8; 1971, P.A. 315; P.A. 74-148, S. 1, 2; P.A. 77-573, S. 27, 30.)

Sec. 10-323a. Appointment of board; selection of chairman. (a) There shall be a Connecticut board of higher education which shall be composed of twenty members. Six members shall be appointed by the governor; six members shall be appointed by the general assembly as follows: Two members by the president pro tempore of the senate, two members by the speaker of the house of representatives, one member by the minority leader of the senate and one member by the minority leader of the house of representatives. The foregoing members shall be public members who shall not be employed by or be a member of a board of trustees for any Connecticut higher education institution, public or private, during their term of membership on the board of higher education. The twelve public members of the board shall serve for terms of six years. Any vacancy in the foregoing membership of the board shall be filled in the manner provided in section 4-19; the boards of trustees for The University of Connecticut, the state colleges, the regional community colleges, the state technical colleges, the state board for academic awards and the Connecticut conference of independent colleges shall each

biennially elect one of their number to serve on the board of higher education. For terms commencing November 1, 1979, the students or their elected representatives at The University of Connecticut and the state colleges shall, on a rotating basis, biennially elect one student to the board of higher education in such manner as the board of trustees of each constituent unit shall determine; and the students or their elected representatives at the regional community colleges and the state technical colleges shall, on a rotating basis, annually elect one student to said board in such manner as the board of trustees of each constituent unit shall determine. Any student vacancy on said board shall be filled by special election for the balance of the unexpired term. Students appointed to the board of higher education for terms expiring August 1, 1979, shall continue to serve on said board through october 31, 1979. The commissioner of education shall serve as a member ex officio of said board without the right to vote.

(b) On or before August 1, 1977, the appointing authorities enumerated in subdivision (a) of this section shall appoint the initial members of said board as follows: Two members appointed by the governor shall serve a term of two years from said August first, two members appointed by the governor shall serve a term of four years from said August first, two members appointed by the governor shall serve a term of six years from said August first. One member appointed by the president pro tempore of the senate shall serve a term of six years from said August first. One member appointed by the president pro tempore of the senate shall serve a term of four years from said August first. One member appointed by the speaker of the house shall serve a term of four years from said August first. One member appointed by the speaker of the house shall serve a term of two years from said August first. One member appointed by the senate minority leader shall serve a term of six years from said August first. One member appointed by the house minority leader shall serve a term of two years from said August first. Thereafter the public members of said board shall be appointed to serve six year terms, as provided in subsection (a) of this section, beginning August first in the year of their appointment. The nonpublic members of the board, provided in subsection (a) of this section, shall begin their terms on August 1, 1977.

(c) The board shall elect from its public membership a chairman who shall serve for a term of three years. No chairman shall serve more than two consecutive terms. The board may elect from its members a vice chairman and such other officers as it deems necessary. Vacancies among any officers shall be filled within thirty days following the occurrence of such vacancy in the same manner as the original selection. Said board shall establish bylaws to govern its procedures and shall appoint such committees as may be convenient or necessary in the transaction of its business.

(P.A. 77-573, S. 2, 30; 77-614, S. 302, 587, 610; P.A. 78-303, S. 85, 136; P.A. 78-189.)

Sec. 323b. Faculty advisory council. The board of higher education shall establish a faculty advisory council composed of faculty members elected by the faculties of the constituent units, which may offer recommendations directly to the board on any matter within the areas of jurisdiction or responsibility of the board, and which shall have the power to elect its own officers and to establish the times and places of its own meetings. The faculty advisory council shall be composed of four members elected by the faculty of The University of Connecticut, four members elected by the faculties of the state colleges, four members elected by the

faculties of the community colleges, and two members elected by the faculties of the state technical colleges. Members of said council shall be biennially elected.

(P.A. 77-573, S. 3, 30.)

Sec. 10-323c. Appointment of commissioner. Employment of personnel. (a) The board of higher education shall select and employ a commissioner of higher education who shall serve as the chief executive officer of said board. The board shall select and employ an initial commissioner on or before December 31, 1977. Said commissioner may designate an alternate to serve on his behalf as a member of any commission, foundation, or committee upon which the general statutes require said commissioner to serve. Such designee may vote on behalf of said commissioner.

(b) The board of higher education may employ other staff as it deems necessary, including but not limited to temporary assistants and consultants. The board shall establish terms and conditions of employment of its staff, prescribe their duties, and fix the compensation of its professional and technical personnel.

(c) For a transition period beginning with August 1, 1977, and ending on or before April 1, 1978, the board of higher education may employ persons who were, immediately prior to August 1, 1977, unclassified professional members of the central office staff of the commission for higher education. The commissioner of higher education shall prepare and present a table of staff organization to the board of higher education for approval on or before April 1, 1978. Said board shall retain in its employ any classified state employee who was, immediately prior to August 1, 1977, a member of the central office staff of the commission for higher education.

(P.A. 77-573, S. 4, 30.)

Sec. 10-323d. Report for the organization of higher education structure. The board of higher education shall prepare and present to the general assembly, on or before September 1, 1979, a proposal for the organization and responsibilities of the higher education structure, and shall include in this proposal recommendations to be acted upon by the general assembly.

(P.A. 77-573, S. 5, 30; P.A. 78-38.)

Sec. 10-323e. Duties of board. Policies and goals. (a) The board of higher education shall establish statewide policy for Connecticut's system of public higher education and in furtherance of such policy shall: (1) Prepare and present to the governor and the general assembly in accordance with section 10-323f a consolidated public higher education budget; (2) prepare for the governor and the general assembly periodic reports on the conditions and needs of the system including but not limited to a single priority listing of all capital projects and recommendations to merge, close, or otherwise alter existing programs, facilities, or campuses. Such report shall be based on current studies of population density, facility utilization, program inventory, availability of comparable programs in the region and such other criteria of need as may be appropriate; (3) review and approve plans received from the constituent unit boards for the continuing development and maximum utilization of the state's public higher education resources; (4) develop criteria to ensure acceptable quality in programs and institutions and shall enforce standards through licensing and accreditation; (5) review policy developed by each

constituent unit to assure that responsibilities are covered and institutional policy is consistent with state policy, provided policy concerning academic freedom, academic standards for course and degree work and internal organization and governance shall not be included; (6) prepare and present to the governor and general assembly legislative proposals affecting public higher education; (7) appoint advisory committees to assist in defining and suggesting solutions for the problems and needs of higher education; (8) undertake such studies and other activities as will best serve the higher educational interests of the state; (9) promote more effective planning and coordination of the state system of higher education by appropriate regulations; (10) establish an advisory council for higher education with representatives from public and private institutions to study methods and proposals for coordinating efforts of all such institutions in providing a stimulating and enriched educational environment for the citizens of the state, including measures to improve educational opportunities through alternative and nontraditional approaches such as external degrees and credit by examination; (11) conduct administrative research for the public higher education system; (12) develop and maintain a central higher education information system; (13) be responsible for the care and maintenance of permanent records of institutions of higher education dissolved after September 1, 1969; (14) coordinate programs and services throughout public higher education and between public and independent institutions; and (15) may make contracts, leases or other agreements in connection with its responsibilities under this part; provided, all acquisitions of real estate by lease or otherwise shall be subject to provisions of section 4-26b.

(b) Within the limits of authorized expenditures, the policies of the state system of higher education shall be consistent with the following goals: (1) To ensure that no qualified person be denied the opportunity for higher education on the basis of age, sex, ethnic background or social, physical or economic condition, (2) to protect academic freedom, (3) to provide opportunities for education and training related to the economic, cultural and educational development of the state, (4) to assure the fullest possible use of available resources in public and private institutions of higher education, (5) to maintain standards of quality ensuring a position of national leadership for state institutions of higher education, (6) to apply the resources of higher education to the problems of society, and (7) to foster flexibility in the policies and institutions of higher education to enable the system to respond to changes in the economy, society, technology and student interests. Said board shall review recent studies of the need for higher education services, with special attention to those completed pursuant to legislative action, and to meet such needs shall initiate additional programs or services through one or more of the constituent units.

(c) Said board shall prepare for approval by the governor and the general assembly a master plan for public higher education establishing objectives to achieve the statutory goals of higher education. Said master plan shall be revised biennially. The master plan shall include, but not be limited to, the following elements: (1) Goals for the system, (2) the number and location of institutional units, (3) the role and scope of each unit, (4) distribution of enrolment, (5) utilization of existing facilities and the need for new facilities, (6) program distribution and the need for program revision, including termination of unproductive, obsolete or unnecessarily duplicative programs, (7) measures designed to improve opportunity in higher education, institutional responsiveness to the changing needs of society and institutional productivity, including optimal use of new media and

technologies, and (8) transfer of students between institutions and programs. In developing a master plan, consideration shall be given to the long-range plans of the independent colleges of Connecticut.

(d) Said board may authorize the participation in an alternate retirement program of the eligible unclassified employees of the constituent units of the state system of higher education, and the central office staff of the board of higher education employed on or after October 1, 1975. Any such program may be underwritten by a life insurance company licensed to do business in this state.

(P.A. 77-573, S. 6, 30.)

Sec. 10-323f. Budget preparation and transfer of funds. (a) The boards of trustees of each constituent unit shall annually prepare a budget request in the form prescribed by sections 4-77 and 4-78 and shall submit such requests to the board of higher education. Taking into account the budget requests of each constituent unit, the board of higher education shall prepare a single public higher education budget request, itemized by constituent unit and shall submit such budget request to the director of the budget in accordance with sections 4-77 and 4-78. Said board may require from any constituent unit such additional information concerning such constituent unit's budget request as said board deems necessary.

(b) Except as provided by subdivision (a) of this section, the provisions of sections 4-77 and 4-78 shall not apply to the constituent units of the state system of higher education, and for the purposes of said sections only, the board of higher education shall be deemed the budgeted agency for such constituent units.

(c) The boards of trustees of each of the constituent units may transfer a sum or sums totaling up to five thousand dollars to any specific appropriation. No transfer of a sum or sums of over five thousand dollars in any one fiscal year to any specific appropriation shall be made without the consent of the finance advisory committee, provided any such transfer of five thousand dollars or less shall be reported to the finance advisory committee within thirty days of such transfer and such report shall be a record of said committee.

(P.A. 77-573, S. 7, 30.)

Sec. 10-324. Duties of commission. Policies and goals. Section 10-324 is repealed.

(February, 1965, P.A. 330, S. 3, 40; 1967, P.A. 731, S. 9; 1969, P.A. 363; 330, S. 1; 1972, P.A. 194; P.A. 73-281, S. 4, 7; 73-440; 73-656, S. 3, 6; P.A. 75-191; 75-636, S. 1; P.A. 77-573, S. 27, 30.)

Sec. 10-324a. Training of educational personnel. Section 10-324a is repealed.

(1972, P.A. 260; P.A. 77-573, S. 27, 30.)

Sec. 10-324b. Post-secondary education commission for receipt of federal funds. Section 10-324b is repealed.

(P.A. 73-427, S. 1, 2; P.A. 77-573, S. 27, 30.)

Sec. 10-324c. Report on need for new or expanded institutions. Section 10-324c is repealed.

(P.A. 74-173, S. 1, 2; P.A. 77-573, S. 27, 30.)

Sec. 10-324d. Office of veterans affairs for education. Section 10-324d is repealed.

(P.A. 74-274, S. 1, 3; P.A. 77-573, S. 27, 30.)

Sec. 10-324e. Tuition and fee schedules. The board of higher education may initiate and shall, pursuant to section 10-38h, subsection (a) of section 10-108c, section 10-116 and subsection (a) of section 10-119, approve changes in tuition and fee schedules of the constituent units of the state system of higher education.

(P.A. 77-573, S. 8, 30.)

Sec. 10-324f. Office of veterans affairs for higher education. There shall be an office of veterans affairs for higher education within the board of higher education. Said office shall assist veterans seeking a post-secondary education by providing administrative services for veteran affairs programs, including but not limited to: (1) Promoting a comprehensive statewide outreach program which coordinates existing funds and programs, (2) collecting and disseminating information on the availability of public and private funds for educational programs for veterans, (3) advising and counseling organizations and institutions applying for funds to aid veterans in their pursuit of higher education, and (4) acting as a clearinghouse for such other information as may be helpful to veterans seeking a post-secondary education.

(P.A. 77-573, S. 9, 30.)

Sec. 10-324g. Post-secondary education commission for receipt of federal funds. The board of higher education shall be designated the state post-secondary education commission to plan post-secondary education and to receive and administer federal funds pursuant to section 1202(a) of Public Law 92-318, Education Amendments of 1972.

(P.A. 77-573, S. 10, 30.)

Sec. 10-324h. Program research and development. Training of educational personnel. The board of higher education shall (a) be responsible for obtaining information on new programs and methods of education that are being developed in the public schools and colleges of the state and nation, keeping such records current and publicizing information concerning these programs; and (b) encourage and aid in the development of new and improved programs and methods of education in order to recruit, prepare and train or retrain personnel needed in such programs.

(P.A. 77-573, S. 15, 30.)

Sec. 10-324i. Programs to be offered on effects of drugs and alcohol. Requirement for certification as teacher. On and after September 1, 1974, all state institutions of higher education shall offer a program of information concerning drugs, as defined in subdivision (17) of section 19-443, and alcohol and instruction in the use and the relationships of such drugs and alcohol to health and personality development, and in procedures for discouraging their abuse, which programs shall be coordinated with those developed under section 10-19, and no certificate to teach or supervise shall be granted by the state board of education to teachers, administrators or guidance personnel who have not satisfactorily passed an examination in such a program.

(P.A. 78-218, S. 21.)

Sec. 10-325. Staff. Advisory committees. Regulations. Contracts. Section 10-325 is repealed.

(February, 1965, P.A. 330, S. 7; 1969, P.A. 530, S. 2; P.A. 73-423, S. 37, 57; P.A. 77-573, S. 27, 30.)

Sec. 10-325a. Transfer of funds and personnel. Section 10-325a is repealed.

(February, 1965, P.A. 330, S. 8; P.A. 77-573, S. 27, 30.)

Sec. 10-325b. Retirement status of transferred personnel. Section 10-325b is repealed.

(February, 1965, P.A. 330, S. 44; 1967, P.A. 784, S. 2; P.A. 77-573, S. 27, 30.)

Sec. 10-325c. Operation of state institutions of higher education. In addition to other powers granted in the general statutes, authority and responsibility for the operation of the state's public institutions of higher education shall be vested in (1) the board of trustees of The University of Connecticut which shall have exclusive responsibility for programs leading to doctoral degrees and post-baccalaureate professsional degrees, (2) the board of trustees of the state colleges which shall have special responsibility for the preparation of personnel for the public schools of the state including master's degree programs and other graduate study in education, and authority for providing liberal arts and career programs at the bachelors, masters and sixth year level, (3) the board of trustees of regional community colleges which shall have responsibility for providing programs, as enumerated in section 10-38l, leading, where appropriate, to an associate degree or occupational certificate, (4) the board of trustees of state technical colleges which shall have responsibility for the state technical colleges and programs leading to the degree of associate in applied science and such other appropriate degrees or certificates as are approved by the board of higher education and for such terminal vocational retraining and continuing education programs leading to occupational certificates as are appropriate to a technical college, and (5) the board for state academic awards which shall have responsibility for the award of external degrees and credits earned by examination and by other forms of validation and by evaluation of learning, including transfer of credit; provided the authority of the boards of trustees of The University of Connecticut, the state colleges, the regional community colleges and the state technical colleges to award degrees of the respective institutions shall not be affected.

(P.A. 77-573, S. 16, 30.)

Sec. 10-326. Operation of state institutions of higher education. Board for state academic awards. Section 10-326 is repealed.

(February, 1965, P.A. 330, S. 4; 1967, P.A. 751, S. 10; 1969, P.A. 414, S. 2; P.A. 73-656, S. 4, 6; P.A. 75-100, S. 1; P.A. 77-573, S. 27, 30.)

Sec. 10-326a. Higher education centers. Establishment. Central Naugatuck Valley Region. (a) For the purposes of sections 10-326a to 10-326e, inclusive, "higher education center" means a facility planned and constructed for the concurrent and cooperative use of two or more institutions of the state system of higher education. Subject to the provisions of section 4-26b the board of higher education shall establish higher education centers at such locations as shall be approved by the general assembly, shall arrange for the planning and equipping of the physical plant thereof, utilizing existing facilities, where appropriate, shall authorize the utilization of bond proceeds, for purposes approved by the board of higher educa-

tion, by such board or boards as it shall designate as provided in said section 10-326c, shall designate the date on which each such center shall become operational and, until such center becomes operational, shall report annually to the governor and biennially to the general assembly the progress of the planning, constructing and equipping of the center and make such recommendations to the governor and the general assembly as the board of higher education believes will contribute to the effectiveness of higher education centers.

(b) The board of higher education is authorized to establish a higher education center in the Central Naugatuck Valley Region.

(1969, P.A. 726, S. 1, 2, 7; P.A. 74-115, S. 1, 2; P.A. 75-425, S. 33, 57; P.A. 77-573, S. 24, 30.)

Sec. 10-326b. Responsibility of participating units. The board of trustees of each constituent unit participating in a higher education center shall be responsible for the academic programs in the institution under its jurisdiction. All such boards, acting in concert with each other and the board of higher education, shall, subject to the provisions of section 4-26b, plan the construction and operation of the physical plant of the center, provided the board of trustees receives approval of final plans for the facilities by the board of higher education as provided in subsection (a) (1) of section 10-324 and provided such plans are in accord with the policies established by the board of governors of the center as provided in section 10-326c. At such time as a higher education center becomes operative title to existing real property and facilities shall remain in the constituent board of trustees then holding title thereto and title to real property and facilities acquired for the purposes of the center shall repose in the constituent board of trustees designated by the board of higher education, upon recommendation of the board of governors for the center.

(1969, P.A. 726, S. 3; P.A. 75-425, S. 34, 57; P.A. 77-573, S. 24, 30.)

Sec. 10-326c. Board of governors. There shall be a board of governors for higher education centers to consist of five members, one to be appointed by each constituent unit of the state system of higher education. Such board shall be responsible for establishing the policies, manner and conditions under which the physical plant of each higher education center shall operate. Such board shall promulgate such regulations as are necessary to effectuate maximum utilization of the resources of the centers and may enter into cooperative arrangements with other public or private institutions or agencies to provide optimum higher educational opportunities for students in the region of a center, encourage and enhance the ability of higher educational institutions to complement each other's efforts and secure maximum return on the investment of the state in public higher education facilities. The board of higher education, on the recommendation of the board of governors, shall designate one of the boards of trustees of the constituent units of a center to receive, expend and administer funds for the planning, construction and operation of the center in accordance with plans approved by the board of governors and the board of higher education.

(1969, P.A. 726, S. 4; P.A. 77-573, S. 24, 30.)

Sec. 10-326d. Administrative councils. There shall be an administrative council for each higher education center, composed of such persons as shall be designated by the boards of trustees of the constituent units of higher education, to establish administrative procedure for the most efficient use of the center by the participa-

ting institutions to be implemented by facility administrators, designated by the council. Such council shall identify each person necessary to the effective utilization of the center facilities who shall be assigned by the board of governors to the appropriate board of trustees for employment.

(1969, P.A. 726, S. 5.)

Sec. 10-326e. Advisory committees. The board of governors of each higher education center may appoint such advisory committees as it deems desirable, composed of representatives of the faculties and student bodies of the participating institutions and citizens within the area served by the center, to make recommendations to the board relative to the educational needs of the area and the most effective utilization of the center.

(1969, P.A. 726, S. 6.)

Sec. 10-326f. Contracts with independent colleges for use of programs, facilities and services. Section 10-326f is repealed.

(1972, P.A. 140, S. 1—3; P.A. 73-311; P.A. 76-410, S. 2, 4; P.A. 77-406, S. 1, 2; 77-573, S. 27, 30.)

Sec. 10-326g. Contracts with the New England Board of Higher Education for programs in health fields. Section 10-326g is repealed.

(P.A. 74-219, S. 1, 3; P.A. 76-288, S. 1, 3; P.A. 77-160, S. 1; 77-573, S. 27, 30.)

Sec. 10-326h. Contracts with independent colleges for use of programs, facilities and services. (a) In order to secure for the citizens of Connecticut the additional advantages which would accrue under more widely cooperative arrangements between the public institutions of higher education, the independent colleges and the licensed post-secondary proprietary schools, the board of higher education is authorized to enter into contracts with the independent colleges and the licensed post-secondary proprietary schools; and any public institution may contract with one or more independent colleges or post-secondary proprietary schools for programs, services or facilities upon approval by the board of higher education. Such contracts shall encourage, promote, and coordinate educational developments which are mutually beneficial (1) to the citizens of the state and the independent colleges or (2) to the citizens of the state and the licensed post-secondary proprietary schools: Increase the use of available facilities, prevent the duplication of expensive and specialized programs, and further motivate cooperative efforts by (a) the public system of higher education and the independent colleges and (b) the public system of higher education and the licensed post-secondary proprietary schools to direct their work to the solution of contemporary societal problems. The board may allocate funds appropriated for the purposes of this section to (1) provide the necessary expenses of determining the feasibility of proposal for contracting, (2) fund new contracts determined to be feasible and (3) continue existing contracts. Funds for such purposes may be allocated to an independent college or post-secondary proprietary school, a public institution or any combination of public or private institutions formed to improve coordination and efficiency in the utilization of educational resources.

(b) For the purposes of this section (1) a program is defined as a course of study leading to certification, licensure, certificate, or degree at all post-secondary levels; (2) a facility is defined as a building or an area within a building, a group of buildings, a special area, or specialized items of equipment used for educational

purposes; (3) a service is defined as a formal activity designed to explore scientific, technological or humanistic problems, to find solutions to contemporary societal problems or to provide selected public service or student service activities; (4) an independent college or university is a college or university located in this state which is not included in the Connecticut system of public higher education and whose primary function is other than the preparation of students for religious vocation; (5) a licensed post-secondary proprietary school is an educational institution so licensed by the state board of education.

(c) The board of higher education is authorized to contract with independent colleges and universities and with licensed post-secondary proprietary schools for the use of programs, facilities, and services as defined in subsection (b) of this section. The board of higher education shall provide continuing evaluation of the effectiveness of such contracts and shall submit on or before February first annual reports and recommendations to the governor and the joint standing committee on education. In administering this section, the board of higher education shall develop and use fiscal procedures designed to insure accountability of public funds.

(P.A. 77-573, S. 17, 30.)

Sec. 10-326i. Contracts with New England Board of Higher Education. The board of higher education shall investigate the program offerings in graduate and professional studies and in specialized health fields at colleges which are members of the New England Board of Higher Education and may contract, within the limits of appropriated funds, with said board for the acceptance of Connecticut residents at those colleges offering such programs as are not available in this state.

(P.A. 77-573, S. 18, 30.)

Sec. 10-326j. List of recommended programs provided to general assembly. The board of higher education shall annually provide the general assembly with a list of programs for which it recommends contracting pursuant to this section together with a report on all programs for which interstate contracting is conducted by the New England Board of Higher Education.

(P.A. 77-160, S. 2; 77-573, S. 24, 30.)

Sec. 10-327. Disputes between governing boards. Section 10-327 is repealed.

(February, 1965, P.A. 330, S. 5; P.A. 77-573, S. 27, 30.)

Sec. 10-327a. Disputes between governing boards. Upon the written request of one of the boards of trustees authorized to administer the various phases of public higher education enumerated in section 10-325c alleging a dispute, disagreement or conflict with another such board or boards about providing higher education services or activities, the board of higher education, in accordance with procedures which it shall adopt and publish, shall hold a hearing or hearings. The findings of said board shall be binding upon said boards of trustees unless modified by subsequent legislative action.

(P.A. 77-573, S. 19, 30.)

Sec. 10-327b. Receipt and disposition of gifts of lands, money or other property. The boards of trustees of each of the constituent units of the state system of higher education are empowered to accept, on behalf of the state, any gifts of lands, money or other property donated to the institutions under their control. Said

boards shall direct the application, distribution or disbursement of such lands, money or other donated property, or the income therefrom, for any purpose connected with said institutions under their respective control, consistent with the conditions, if any, upon which the gift was created, provided the state treasurer shall be advised of the receipt of any such gift of money and where practicable shall hold on behalf of the respective boards of trustees, any such gift of money or income therefrom, and provided the commissioner of administrative services and the state properties review board shall grant their approval under section 4-26b where acquisitions of real estate are involved.

(P.A. 77-573, S. 11, 30; 77-614, S. 73, 587, 610; P.A. 78-303, S. 85, 136.)

Sec. 10-327c. Use of library facilities at state higher education institutions. (a) Any student enrolled as a full or part-time student at any of the constituent units of the state system of higher education shall be permitted to use the library facilities and services of any other institution in said system.

(b) The board of higher education shall promulgate such regulations as are necessary to implement the provisions of this section.

(P.A. 77-573, S. 12, 30.)

Sec. 10-327d. Receipt and expenditure of federal funds. The boards of trustees of each constituent unit, subject to the provisions of the general statutes, may receive any federal funds made available to this state for post-secondary educational purposes and expend such funds for the purpose or purposes for which they are made available. The state treasurer shall be the custodian of such funds. Said boards may allocate and use any appropriate or special fund to meet the matching requirements of any federal act making funds available to the state for post-secondary educational purposes.

(P.A. 77-573, S. 13, 30.)

Sec. 10-327e. Jurisdiction over professional staffs of higher education units. Notwithstanding the provisions of any general statute or special act to the contrary, the selection, appointment, assignment of duties, amount of compensation, sick leave, vacation, leaves of absence, termination of service, rank and status of the individual members of the respective professional staffs of the system of higher education shall be under the sole jurisdiction of the respective boards of trustees within available funds. Said boards shall determine who constitutes the professional staffs of their respective units and establish compensation and classification schedules for their professional staffs. Each constituent board shall annually submit to the commissioner of administrative services a list of the positions which it has included within the professional staff.

(P.A. 77-573, S. 14, 30; 77-614, S. 67, 587, 610; P.A. 78-303, S. 85, 136.)

Sec. 10-328. Budget preparation and transfer of funds. Receipt of gifts. Section 10-328 is repealed.

(February, 1965, P.A. 330, S. 6; 1967, P.A. 751, S. 11; 1971, P.A. 465, S. 1; 1972, P.A. 294, S. 7; P.A. 73-56; P.A. 75-425, S. 35, 57; P.A. 77-573, S. 27, 30.)

Sec. 10-328a. Receipt and disposition of gifts of lands, money or other property. Section 10-328a is repealed.

(1971, P.A. 502, S. 2; P.A. 75-425, S. 36, 57; P.A. 77-573, S. 27, 30; 77-614, S. 73, 610.)

Sec. 10-328b. Use of library facilities at state higher education institutions. Section 10-328b is repealed.

(P.A. 73-10; P.A. 77-573, S. 27, 30.)

Sec. 10-328c. Use of the term "commission for higher education." Whenever the term "the commission for higher education" appears in sections 10-329b to 10-334h, inclusive; sections 10-326a to 10-326e, inclusive; section 4-128; section 5-177; section 5-242; section 5-264; section 10-1; section 10-9; section 10-19; section 10-26; section 10-38c; section 10-38e; section 10-38h; section 10-38i; section 10-96a; section 10-108a; section 10-109b; section 10-109c; section 10-116; section 10-116b; section 10-116c; section 10-116h; section 10-116j; section 10-119a; section 10-144b; section 10-145a; section 10-145b; section 10-146a; section 10-146f; section 10-155a; section 10-155b; section 10-155c; section 10-155d; section 10-155e; section 10-160; section 10-178; section 10-183a; section 10-235; section 10-236a; section 10-360; section 10-367; section 19-30b; section 30-20a; and section 52-279, or any 1977 public act, unless the context clearly indicates otherwise, said term shall be deemed to mean the "board of higher education."

(P.A. 77-573, S. 24, 30.)

Sec. 10-328d. Transfer of functions. The transfer of functions, powers, duties; obligations, including, but not limited to, contract obligations; the continuance of orders and regulations, the effect upon pending actions and proceedings, the completion of unfinished business and the transfer of records and property between the commission for higher education as said commission existed immediately prior to August 1, 1977, and the board of higher education established pursuant to section 10-323a, shall be governed by the provisions of subsections (a) to (d), inclusive, and subsection (f) of section 4-38.

(P.A. 77-573, S. 25, 30.)

Sec. 10-328e. Collective bargaining. Nothing contained in this part shall affect the various bargaining units established pursuant to section 5-275.

(P.A. 77-573, S. 26, 30.)

Sec. 10-329. Receipt and expenditure of federal funds. Section 10-329 is repealed.

(February, 1965, P.A. 330, S. 18; P.A. 77-573, S. 27, 30.)

Sec. 10-329a. Jurisdiction over professional staffs of higher education units. Section 10-329a is repealed.

(1969, P.A. 530, S. 7; P.A. 73-262; P.A. 77-573, S. 27, 30; 77-614, S. 67, 610.)

APPENDIX **C**

The following resolutions adopted by the Board of Higher Education appear in the same order in which they are discussed in this report.

COMPREHENSIVE TWO-YEAR COLLEGE SYSTEM

RESOLVED that the Board of Higher Education, in accordance with the provisions of Sections 10-323d and 10-323e of the Connecticut General Statutes, hereby adopt the following governance recommendations:

that goverance of the regional community colleges and the state technical colleges be the responsibility of one board of trustees charged with 1) providing existing community and technical college programs; 2) assuming the responsibility for providing the first two years of a baccalaureate education hitherto received at the UConn branches, integrating that function with the present community college transfer programs; 3) developing a comprehensive two-year college system consonant with prescribed timetables, mission parameters and objectives; and 4) contracting with the board(s) for public four-year institutions or independent colleges and universities, as appropriate, for the joint use of facilities and professional resources as desirable in order to meet area needs, such arrangements to be approved by the Board of Higher Education;

that the composition of the comprehensive two-year college board be 18 members

1) fourteen appointed by the Governor for staggered six-year terms

   a) two of whom shall be alumni of the institutions under this board's jurisdiction

2) two appointed by the reconstituted Board of Higher Education from among its public membership, with individual terms not to exceed two years

3) two students elected by and from those enrolled in the institutions under this board's jurisdiction, for staggered two-year terms;

that requirements pertaining to the initial composition of the comprehensive two-year college board be

1) of the 14 members appointed by the Governor for staggered six-year terms

   a) five shall be drawn from the membership as of June 30, 1980 of the Board of Trustees for Regional Community Colleges

i) two shall be appointed for two-year terms
ii) two shall be appointed for four-year terms
iii) one shall be a representative of the alumni, appointed for a six-year term

b) five shall be drawn from the membership as of June 30, 1980 of the Board of Trustees for State Technical Colleges

i) two shall be appointed for two-year terms
ii) two shall be appointed for four-year terms
iii) one shall be a representative of the alumni, appointed for a six-year term

c) four shall be affiliated with neither board and each shall be appointed for a six-year term

2) student representation shall be by the two students, one from the Board of Trustees for Regional Community Colleges and one from the Board of Trustees for State Technical Colleges, who have the greatest balance of term yet to be served on their respective boards, with those terms to be completed on the comprehensive two-year college board;

that the chairperson of the comprehensive two-year college board be elected by the board from among its members;

that the timetable be

1) appointment of comprehensive two-year college board on or before July 1, 1980

2) submission by this board to the Board of Higher Education on or before November 30, 1980 a table of central office staff organization for the administration of a comprehensive two-year college system, such table to be reviewed by the Board of Higher Education within 60 days of submission and to be either approved or referred back to the comprehensive two-year college board with suggestions for revision where necessary

3) central office staffs of the Board of Trustees for Regional Community Colleges and the Board of Trustees for State Technical Colleges shall be continued in their positions pending the approval of the table of central office staff organization

4) submission by this board to the Board of Higher Education on or before April 1, 1981 a draft plan and on or before June 1, 1981 a final plan for implementing a comprehensive two-year college system consonant with the mission parameters and prescribed objectives outlined below, this plan to be developed in consultation with the Board of Higher Education

5) review, revision and approval of the final plan by the Board of Higher Education within 60 days of submission, with the approved plan to be the basis for the FY 83 consolidated budget request

6) transfer of the University of Connecticut's Hartford, Torrington and Waterbury branch facilities to the comprehensive two-year college board on July 1, 1981, with the understanding that agreements could be developed with the board(s) for public four-year institutions to provide upper division and graduate courses, and that a study be made of the use of the University's higher education facilities at Stamford as a location for two-year programs

that the mission parameters be

1) established legislatively and consist of the following mission components

   a) awarding such certificates and degrees as are appropriate to the curricula of a comprehensive two-year college system

   b) offering two-year academic transfer programs and developing transfer articulation agreements for all such programs with the public senior institutions, such agreements to be consistent with the Board of Higher Education's enrollment planning process and the guarantee of student access

   c) offering technical degree programs to meet the needs of business and industry

   d) offering career and occupational programs not designed for transfer

   e) offering credit and noncredit courses and programs responsive to employment opportunities, employers' needs and community needs

   f) developing comprehensive two-year centers in the five geographic areas of the state where technical colleges currently exist while maintaining the quality and mission of the technical college programs

2) developed further through detailed mission statements for the institutions comprising the comprehensive two-year college system, these statements to be a) consonant with the legislatively established mission components, b) based on the approved

implementation plan, c) adopted by the Board of Higher Education and d) reviewed biennially by the Board of Higher Education;

that the prescribed objectives include

1) protection of specialized accreditation deemed necessary or desirable for various programs (i.e., nursing--National League of Nursing; high technology programs--Engineers' Council for Professional Development)

2) development of funding mechanisms to ensure necessary resource support for the more costly high technology programs

3) review of current and proposed programs and facilities for the 12 community colleges and five technical colleges as well as the University's Hartford, Torrington and Waterbury branch facilities so as to eliminate and/or consolidate programs, facilities and institutions with the following objectives:

   i) developing five comprehensive two-year centers in the five geographic areas where technical colleges currently exist
   ii) utilizing multi-campus arrangements and nontraditional facilities where possible
   iii) identifying specialized occupational programs to be concentrated in a limited number of locations, based on existing institutional areas of strengths and the needs of the state
   iv) maintaining enrollment levels sufficient for program diversity and institutional vitality
   v) proposing changes which result in the consolidation of public two-year institutions, with particular reference to the Greater Hartford area

4) development of a long-range facilities plan based on the review of all existing and proposed facilities in the light of programmatic changes, current and projected enrollments and operating costs, and in accordance with general budget and planning parameters established by the Board of Higher Education, this plan to include appropriate use of the University of Connecticut's Hartford, Torrington and Waterbury branch facilities and the feasibility of utilizing the University's higher education facilities at Stamford for the offering of two-year programs

5) development of a fully articulated, coordinated and common semester calendar schedule of course and program offerings, based on external review of current curricula, with outside consultants chosen from a list approved by the Board of Higher

Education, concerning

i) common course offerings
ii) technical college curricular load
iii) transfer/nontransfer programs and articulation of transfer programs with the public senior institutions
iv) fiscal flexibility required to meet course and response-time needs of business and industry
v) role of grade 13 programs in the vocational-technical schools

6) review of existing institutional administrative staff to streamline management and reinforce resource priorities in counseling and remediation

7) establishment of appropriate campus advisory committees based on membership and experience of Community College and Technical College Advisory Committees.

79-C29-B
As Adopted 7/24/79

SINGLE GOVERNING BOARD FOR UNIVERSITY OF CONNECTICUT, CENTRAL CONNECTICUT STATE COLLEGE, EASTERN CONNECTICUT STATE COLLEGE, SOUTHERN CONNECTICUT STATE COLLEGE AND WESTERN CONNECTICUT STATE COLLEGE

RESOLVED that the Board of Higher Education, in accordance with the provisions of Sections 10-323d and 10-323e of the Connecticut General Statutes, hereby adopt the following governance recommendations:

that governance of the University of Connecticut, Central Connecticut State College, Eastern Connecticut State College, Southern Connecticut State College and Western Connecticut State College be the responsibility of one board of trustees charged with 1) providing existing programs, 2) developing a single statewide system of public senior institutions, including graduate and professional schools, and upper division and graduate program centers, consonant with prescribed timetables, mission parameters and objectives, and 3) contracting with the comprehensive two-year college board or independent colleges and universities, as appropriate, for the joint use of facilities and professional services as desirable in order to meet area needs, such arrangements to be approved by the Board of Higher Education;

that the state colleges and the University form a new statewide system of public senior institutions/campuses with

1) the newly constituted board of trustees designated by a title other than the University of Connecticut Board of Trustees

2) a chancellor being designated as head of the system also serving as president of the University

3) staff support for the system substantially provided by existing institutional personnel;

that the composition of this board be 18 members

1) ten appointed by the Governor for staggered six-year terms;

2) two appointed by the reconstituted Board of Higher Education from among its public membership, with individual terms not to exceed two years;

3) two elected alumni of the institutions, schools and colleges under this board's jurisdiction, for staggered four-year terms;

4) two students elected by and from those enrolled in the institutions, schools and colleges under this board's jurisdiction for staggered two-year terms;

5) the Governor, ex officio

6) Commissioner of Agriculture and Natural Resources, ex officio

that requirements pertaining to the initial composition of this board be

1) of the ten members appointed by the Governor for staggered six-year terms

   a) three shall be drawn from the membership as of June 30, 1980, of the Board of Trustees for the University of Connecticut

      i) one for a two-year term
      ii) two for four-year terms

   b) three shall be drawn from the membership as of June 30, 1980, of the Board of Trustees for State Colleges

      i) two for two-year terms
      ii) one for a four-year term

   c) four shall be affiliated with neither board and each shall be appointed for a six-year term

2) one of the alumni members shall be a graduate of one of the state colleges and shall be appointed by the Governor

3) student representation shall be by the two students, one from the Board of Trustees for the University of Connecticut and one from the Board of Trustees for State Colleges, who have the greatest balance of term yet to be served on their respective boards, with those terms to be completed on the single governing board for public senior institutions/campuses;

that the chairperson of the board be elected by the board from among its members;

that the timetable be

1) appointment of the single governing board for public senior institutions/campuses on or before July 1, 1980

2) cessation of the offering of the first two years of a baccalaureate education at the University's five branches on the following phase-out schedule: no further admittance of freshmen at the branches after September 1980, with the first two years of instruction for those students to be completed by June 30, 1982;

3) transfer of the jurisdiction over the Hartford, Torrington and Waterbury branch facilities to the comprehensive two-year college board on July 1, 1981, with the University responsible until June 30, 1982 for completion of the sophomore year of instruction for those students admitted in September 1980, and that a study be made of the University's higher education facilities in Stamford;

4) submission by this board to the Board of Higher Education on or before April 1, 1981, a draft five-year plan and on or before June 1, 1981, a final five-year plan consonant with the mission parameters and prescribed objectives outlined below, this plan to be developed in consultation with the Board of Higher Education;

5) review, revision and approval of the final plan by the Board of Higher Education within 60 days of submission, with the approved plan to be the basis for FY 83 consolidated budget request;

6) submission by this board to the Board of Higher Education on or before November 30, 1980, a table of staff organization for the administration of the public senior institutions/campuses, such table to be reviewed by the Board of Higher Education within 60 days of submission, and to be approved or referred back with suggestions for revision where necessary;

7) central office staff of the Board of Trustees of State Colleges shall be continued in their positions pending the approval of the table of staff organization;

that the mission parameters be

1) established legislatively and consist of the following mission components

   a) awarding such degrees and diplomas as are appropriate to a state land-grant university, with exclusive responsibility for programs leading to doctoral degrees and post-baccalaureate professional degrees being vested in the University of Connecticut at Storrs

b) awarding such degrees as are appropriate to four-year colleges including appropriate master's degrees and sixth-year diplomas

c) offering appropriate programs at the bachelor's, master's and sixth-year levels to prepare and retrain teachers for the state's public elementary and secondary schools, the programs to be focused at the campuses of Central Connecticut State College, Eastern Connecticut State College, Southern Connecticut State College and Western Connecticut State College

d) developing transfer articulation agreements with the comprehensive two-year college system, such agreements to be consistent with the Board of Higher Education's enrollment planning process and the guarantee of student access

e) mandating that areas of specialization and additional areas of focus be identified for the public senior institutions/campuses, with each institution/campus having statewide responsibility for its areas of specialization

f) limited extension of doctoral programs on a cooperative basis with the public senior institutions/campuses based on the needs of the state

2) developed further through detailed mission statements for the institutions/campuses comprising the single statewide system of public senior institutions, these statements to be a) consonant with the legislatively established mission components, b) based on the approved five-year plan, c) adopted by the Board of Higher Education and d) reviewed biennially by the Board of Higher Education;

that the prescribed objectives be

1) development of a long-range facilities plan based on a careful review of all existing and proposed facilities in the light of programmatic changes, current and projected enrollments and operating costs, in accordance with general budget and planning parameters established by the Board of Higher Education, and including

a) review of the facilities at Storrs and Willimantic, both actual and proposed, to eliminate and/or consolidate structures

b) review of the University's higher education facilities at Stamford to identify any changes or additions required to serve as a satellite center for upper division and graduate instruction coordinated with Western Connecticut State College and the comprehensive two-year college board

c) review, in cooperation with the comprehensive two-year board, the University's higher education facilities at Waterbury to identify whether all or part of them would be suitable to serve as a possible site for specialized upper division and/or graduate courses/programs

d) review of the facilities at Avery Point to identify changes or additions required to provide for an enhanced marine sciences program

e) review on a regular basis with the comprehensive two-year college board, facilities for upper division and graduate courses/programs

2) review of the current curricula at the public senior institutions/campuses, with the objectives of

a) identification of areas of specialization based on existing institutional areas of strength (for example, Central Connecticut State College - business and technology; Southern Connecticut State College - special education and library science; Western Connecticut State College - music and allied health)

b) consolidation of teacher education offerings, with selective reductions in those offerings based on the programmatic focus of each of the public senior institutions/campuses

c) elimination/consolidation of duplicative programs based on the needs of the state and student interest

d) development of transfer articulation with the comprehensive two-year college system and the provision of sufficient spaces to accommodate qualified transfer students for the last two years of a baccalaureate education

e) reduction in the number of specialized doctoral degrees offered by the University of Connecticut at Storrs

f) elimination of select terminal master's programs at Storrs, based on programmatic focus of the other public senior institutions/campuses;

3) review of existing University and state college institutional administrative staff and faculty in light of the findings of the curricular review, the altered nature of those branches remaining under the jurisdiction of the University, and the transition of the state colleges to the status determined earlier in this resolution;

4) study the question and validity of the full integration of Eastern Connecticut State College with the University of Connecticut at Storrs.

79-C30-B
Adopted 7/24/79

EXTERNAL DEGREE PROGRAMS AND FUNCTIONS

RESOLVED that the Board of Higher Education, in accordance with the provisions of Sections 10-323d and 10-323e of the Connecticut General Statutes, hereby adopt the following governance recommendations:

that the external degree programs and functions currently discharged by the Board for State Academic Awards be assumed by the Board of Higher Education in accordance with the timetable, mission parameters and prescribed objectives outlined below and with one member of the Board for State Academic Awards, which would be abolished, appointed as a member of the reconstituted Board of Higher Education;

that the timetable for this be

1) transfer of all functions exercised by the Board for State Academic Awards to the reconstituted Board of Higher Education on July 1, 1980;

2) retention on a transition basis pending approval of the implementation plan of the professional staff currently employed by the Board for State Academic Awards;

3) development by the staff of the Board of Higher Education, in consultation with the staff of the Board for State Academic Awards, of an implementation plan for the organization and operation of the external degree programs and functions consonant with the mission parameters and prescribed objectives outlined below and submission of that plan to the Board of Higher Education on or before October 1, 1980;

4) review, revision and approval of the implementation plan by the Board of Higher Education within 60 days of submission;

that the mission parameters be

1) established legislatively and consist of the following mission components

   a) awarding of degrees and the granting of credits on the basis of 1) examinations and other forms of evaluation, and 2) validation of learning, including transfer of credit;

   b) providing open access to all Connecticut residents to academic credentials which are based on a consensus of professional judgment, these credentials to identify and

give recognition to higher learning acquired by individuals through independent study, work experience and programs of noncollegiate educational activity;

c) developing and implementing programs to improve opportunities in higher education through alternative modes of service, including, but not limited to, guidance and information services, registration and validation services, examination and degree-granting services, technological delivery systems and projects of research and development;

2) developed further through a detailed mission statement for the external degree function, this statement to be a) consonant with the legislatively established mission components, b) based on the approved implementation plan, c) adopted by the Board of Higher Education and d) reviewed biennially by the Board of Higher Education;

that the prescribed objectives be

1) retention of the Faculty of Consulting Examiners, whose functions shall be to make recommendations

a) as to requirements and standards for programs to improve opportunities in higher education through alternative modes of service;

b) for the award of academic credits and degrees;

2) establishment by the Board of Higher Education of a Council on Academic Awards to advise on improving educational opportunities through alternative and nontraditional approaches such as external degrees and credit by examination.

79-C31-B
Adopted
7/24/79
Revised
8/28/79

THE BOARD OF HIGHER EDUCATION

RESOLVED that the Board of Higher Education, in accordance with the provisions of Sections 10-323d and 10-323e of the Connecticut General Statutes, hereby adopt the following governance recommendations:

that the Board of Higher Education continue as a reconstituted and strengthened agency for public and private postsecondary education, discharging, in addition to its current responsibilities, those outlined below;

that the composition of the reconstituted Board of Higher Education be 21 members

1) eight public members appointed by the Governor for staggered six-year terms

   a) definition of public members here and for number 2 below to be that of the current Board of Higher Education statute, namely, those "who shall not be employed by or be a member of a board of trustees for any Connecticut higher education institution, public or private, during their term of membership on the board of higher education" (Section 10-323a);

2) eight public members appointed by the legislature for staggered six-year terms

   a) two by the President Pro Tempore of the Senate

   b) two by the Speaker of the House of Representatives

   c) two by the Minority Leader of the Senate

   d) two by the Minority Leader of the House of Representatives;

3) two student members for staggered two-year terms

   a) one from the comprehensive two-year college system

   b) one from the public senior institutions;

4) one representative of the Connecticut Conference of Independent Colleges for a two-year term;

5) one representative of the postsecondary proprietary sector for a two-year term;

6) Commissioner of Education, ex officio without the right to vote;

that requirements pertaining to the initial composition of the reconstituted Board of Higher Education be

1) completion of unexpired terms of public members appointed to the current Board of Higher Education by the Governor and the legislature;

2) appointment by the Governor of one member from the Board for State Academic Awards for a two-year term, such person to have been a member of the Board for State Academic Awards as of June 30, 1980 and to be one of the two additional gubernatorial appointments to the reconstituted Board of Higher Education;

that the chairperson of the reconstituted Board of Higher Education be elected by the Board from among its public membership;

that the reconstituted Board of Higher Education appoint from among its public membership two members to the comprehensive two-year system board and two members to the single governing board for public senior institutions, with individual terms not to exceed two years;

that the Board of Higher Education be empowered legislatively to establish its own attendance requirements through its bylaws;

that, in addition to current activities and responsibilities, the Board of Higher Education undertake through exercise of existing authority or through seeking enactment of appropriate legislation

1) those responsibilities incorporated in the structural recommendations relative to the two-year and four-year systems and the functions currently discharged by the Board for State Academic Awards;

2) additional responsibilities in the areas of budget implementation and administration to assure the reflection of state higher education policies and priorities, including

a) prior to the expenditures of appropriated funds, the review and approval of annual operating budgets developed by the higher education budgeted agencies pursuant to specific appropriations made by the General Assembly, such approval to be granted after review of unit budget allocation plans displayed for each institution by appropriation;

b) periodic review of unit operating budgets to monitor adherence to approved allocation plans and the appropriateness of inter-institutional fund transfers;

c) review and approval of requests for deficiency appropriations and requests for transfers between budgeted agency appropriation accounts prior to submission to the Finance Advisory Committee.

79-C32-B
Adopted
7/24/79

ENROLLMENT PLANNING

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the General Statutes, hereby adopts the following policies:

that the Board of Higher Education implement an enrollment planning process establishing specific enrollment parameters on an institution-by-institution basis;

that these parameters be based on the specific role and mission of each institution, Connecticut's changing demographic characteristics, the manpower needs of Connecticut industries, and available fiscal resources;

that the Board of Higher Education explore appropriate ways to ensure cooperation between the independent and public sectors in a statewide enrollment planning process;

that a program be established which guarantees to those students who have graduated from a two-year transfer program, access to an upper division program at a senior institution, although admission to a specific institution or program cannot be guaranteed;

that the ratio of lower division to upper division enrollment at the senior institutions be modified by the Board of Higher Education in order to accommodate additional two-year transfer students;

that the Board of Higher Education evaluate the feasibility of instituting a unified application/admission process for Connecticut's public institutions of higher education.

79-C39-B
Adopted
7/26/79

STUDENT FINANCIAL ASSISTANCE PROGRAMS

RESOLVED that the Board of Higher Education in accordance with the provisions of Section 10-323e of the General Statutes, hereby adopts the following policies, to be reflected in appropriate legislative recommendations:

that the current seven student financial aid programs be consolidated into a comprehensive program;

that this program include two major components:

--a centrally administered Scholastic Achievement Grant Program, open to students at any point in their higher education, with grants based on academic criteria and financial need, with limited portability;

--a campus-based State Supplemental Grant Program, open to needy students at any point in their higher education, limited to in-state nonprofit institutions with recipients institutionally determined;

that the Student Financial Assistance Commission be abolished;

that the Board of Higher Education be identified as the agency responsible for administering the consolidated Student Financial Assistance Programs;

that during the next few months, the staff of the Board of Higher Education will work cooperatively with persons representing private and public postsecondary institutions to develop institutional allocation formulas which will ensure equitable distribution of student financial aid funds to all institutions.

79-C40-B
Adopted
7/26/79

MINORITY ENROLLMENT

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the General Statutes, hereby adopts the following policies:

that the Board of Higher Education in conjunction with the constituent units and the State Board of Education develop a statewide program to increase access to institutions of higher education in Connecticut for minority students;

that this coordinated program support educational programs designed to prepare minority high school students for higher education;

that this program support career counseling and training programs at the high school and collegiate level designed to attract minority students to Connecticut institutions of higher education and to increase their participation in the full range of course and program offerings at these institutions;

that the impact of the State's Student Financial Assistance Programs on minority and disadvantaged students be studied;

that, on the basis of this study, the Student Financial Assistance Programs be revised, if necessary, in order to eliminate any adverse effects on minority and disadvantaged students;

that research be initiated and supported on factors relating to student attrition, such as language barriers, and that a systemwide program to reduce attrition be developed in relation to identified needs;

that an incentive system be instituted which would encourage institutions to increase their efforts to attain affirmative action goals;

that greater access for minority and nontraditional students to public four-year institutions be provided through the adoption of a broader transfer policy between public two-year and four-year institutions;

that a minority graduate student recruitment program be designed to encourage and recruit in-state minority college graduates;

that these aforementioned provisions will be fully implemented no later than July 1, 1981.

79-C-36B
Adopted
7/26/79

POSTSECONDARY EDUCATIONAL COOPERATIVE PROGRAMS

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e and 10-326h of the General Statutes, hereby adopts the following policies:

that contracting with independent colleges for courses, programs and facilities should be encouraged;

that the program for cooperation with independent colleges or other funding sources be used as seed money to meet emerging needs and to encourage cooperative activities between and among the various sectors of postsecondary education;

that the Board of Higher Education should initiate in addition to simply reviewing funding proposals initiated by others.

79-C56-B
Adopted
8/16/79

COORDINATION OF OFF-CAMPUS EDUCATIONAL OFFERINGS

RESOLVED that the Board of Higher Education, in accordance with the provisions of Sections 10-323e and 10-330 of the General Statutes of Connecticut, hereby

act as agent to encourage and coordinate off-campus courses and programs;

establish regional organizations composed of representatives of public and private institutions in the area to assist in the planning and coordinating of off-campus offerings.

79-C57-B
Adopted
8/16/79

RELATIONSHIP OF PROGRAMS TO MANPOWER NEEDS

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the General Statutes, does hereby adopt the following policies:

that independent colleges be encouraged to coordinate their program planning with that of public colleges in order to reduce unnecessary duplication;

that institutions identify, in cooperation with the Board, provisions for the timely discontinuation of programs which are no longer needed, particularly programs which have been developed in response to a specific manpower demand which no longer exists;

that it be understood that the discontinuation of a program does not necessarily mean the elimination of a department or certain useful support courses;

that the Board in cooperation with the institutions will refine and disseminate criteria which differentiate non-credit programs from degree credit courses and programs, especially for the purposes of specific manpower training projects.

79-C58-B
Adopted
8/16/79

COORDINATED CAPITAL PLANNING PROCESS

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the Connecticut General Statutes, hereby adopts the following policies:

that the Board of Higher Education should assume responsibility for

1) developing a comprehensive facilities construction, renovation and conservation program for public higher education institutions including the establishment of annual priorities;

2) supporting the incorporation of this program in the five-year and annual capital plans of the Department of Administrative Services and the Office of Policy and Management;

3) supporting the funding authorizations and allocations necessary to implement annual and long-term priorities;

4) reviewing all projects at the time of design and construction allocations are proposed in accordance with the Board's Procedures and Guidelines (April 24, 1979);

5) assuring adequate technical support to the units and/or institutions in the design and construction process;

6) reviewing, for major projects, the facilities requirements and scope statement prepared by the units or institutions;

7) participating in the review of plans at the basic design stage;

8) reviewing change orders that would significantly change the functions and/or increase the cost of construction projects, and

that, in certain areas of common institutional needs and statewide priority, such as energy conservation, the Board of Higher Education should seek direct capital authorizations for reallocation to units and/or institutions.

79-C37-B
Adopted
7/26/79

CONSOLIDATED LONG-RANGE FACILITIES PLAN

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the Connecticut General Statutes, hereby

1) adopts the attached statement with regard to capital investment priorities for public higher education in the next five to ten years, and

2) assumes responsibility for developing and adopting, prior to September 1, 1979, a five-year facilities plan to outline annual priorities for allocations and new authorizations, with the understanding that

   a) this plan will be incorporated in the five-year planning documents required by the Office of Planning and Management;

   b) the five-year plan submitted will be reviewed and updated on an annual basis;

   c) all projects will continue to be reviewed by the Board at the time allocation is proposed in accordance with the Procedures and Guidelines for Capital Funding Allocations, as amended, and

   d) new authorization requests will be reviewed on an individual basis as part of the annual capital budget process.

79-C38-B
Adopted
7-26-79

CAPITAL INVESTMENT PRIORITIES

Capital investment for public higher education facilities in the next five to ten years should have the following priorities:

1) Conserving and maintaining existing facilities intended for permanent use.

2) Improving the quality of existing campuses and programs through

   a) staged substantial renovation and reequipment of one-half of all academic and major support buildings on the five four-year campuses and on two-year campuses scheduled for permanent use. This renovation would be designed to provide for program changes, renew mechanical systems, reduce energy use, incorporate current safety and handicapped access codes and increase the level of amenity.

   b) substantial renovation of dormitories over ten years in age, with concurrent investments in student service facilities.

   c) carefully planned improvements in walkways, open areas, recreation and playing fields, signage and building exteriors.

3) Improving the accessibility of existing campuses and programs through

   a) renovation priority for campuses in urban population centers and campuses accessible by public transportation.

   b) the use of leased or minimal permanent satellite facilities.

   c) construction of structured parking tied to fees and incentives for shared car use and the use of public transportation.

   d) increased dormitory capacity if and where this is clearly justified by enrollment projections.

4) Completing certain new facilities now in advanced design stages where

   a) additional or specialized facilities are clearly justified by both program and anticipated enrollment and cannot be developed through renovation, or

   b) failure to build will substantially jeopardize the value of investments already made.

5) Providing appropriate facilities for technical college programs in the New Haven area through contracting with independent or public institutions, additions to existing facilities or new construction as required. These facilities should assume continued use of contributed or leased space for peak hour, evening and non-credit instruction.

6) Providing appropriate facilities for community college programs in the southwestern and northeastern parts of the state through contracting with independent institutions, additions to existing facilities, or new construction as required. These facilities should assume continued use of contributed or leased space for peak hour, evening and non-credit instruction.

FISCAL FLEXIBILITY

RESOLVED that the Board of Higher Education, in accordance with the provisions of Section 10-323e of the General Statutes, hereby adopts the following policies:

that, as an initial step in developing fiscal flexibility for the higher education agencies, a change in the Board of Higher Education's statutory authority regarding lease approval be introduced which will eliminate Board approval of leases and use and occupancy agreements under $1,000;

that, under the direction of the Board of Higher Education, pilot programs be developed to substantiate the economic benefits of greater fiscal flexibility to higher education institutions;

that continuing efforts be made to reduce central state agency control functions in such areas as purchasing, leasing, personnel management and expenditure control;

that efforts to improve institutional fiscal flexibility be accompanied by an increased Board of Higher Education emphasis on the overall monitoring of institutional expenditures to ensure accountability.

79-C34-B
Adopted
7/26/79

COORDINATION OF STUDENT TUITION AND FEE POLICIES

RESOLVED that, insofar as student tuition and fee policies are inseparable variables in the determination of the student cost of obtaining postsecondary education, the Board of Higher Education hereby adopts the following tuition and fee policies for all public postsecondary educational institutions in the State of Connecticut:

that the costs of providing a quality system of higher education in Connecticut should be equitably shared between the students and the State, the principal beneficiaries of our public higher education system;

that student tuition and fees should be reviewed annually by the Board of Higher Education, as part of the higher education budget process, in order to reassess the relationship of student tuition and fee charges to the total State subsidy and their impact upon total student financial burden;

that student tuition charges should be directly related to the total direct appropriation per student for each constituent unit according to the following cost-sharing targets:

1. resident undergraduate students at a level of 20% of the unit average annual direct appropriation per student;

2. resident graduate and non-medical/dental professional students at a level of 30% of the unit average annual direct appropriation per student;

3. nonresident undergraduate students at a rate of 40% of the unit average annual direct appropriation per student or at the existing unit percentage rate, whichever is greater;

4. nonresident graduate students (excluding medical/dental students) at a rate of 50% of the unit average annual direct appropriation per student.

that the direct appropriation shall be construed as encompassing the direct State appropriation approved by the General Assembly excluding fringe benefits and other expenditures appropriated to central state agencies for re-allocation to higher education agencies and, furthermore, that the direct appropriation shall include, but not be limited to, the following commonly recognized higher education budgetary categories: instruction, research, public

service, academic support, student services, and institutional support;

that, in the absence of available data to readily segregate undergraduate and graduate costs, a single cost per student base shall be utilized for the implementation of these policies and that base shall be the unit average direct appropriation per student (student defined as full-time equivalent);

that, in light of the unique circumstances surrounding the high cost medical and dental programs offered at the UConn Health Center, tuition charges at this institution are excluded from the enunciated policy pending completion by staff of a thorough study of public medical/dental school tuition policies and practices;

that student tuition charges shall be revised on an annual basis beginning with the 1980-81 fiscal year so that the subject policy will be fully implemented no later than July 1, 1982. Following full implementation, tuition adjustments shall be made thereafter on a biennial basis in accordance with the biennial percentage change in direct appropriations per FTE at each of the constituent units;

that, in the event structural changes are adopted by the General Assembly, a recalculation of tuition charges will be required at that point in time when appropriations are re-directed to the newly constituted higher education units.

that, in order to fully demonstrate utilization of tuition receipts for specified educational purposes, the collection and disbursements of such receipts shall be accounted for in a separate tuition special revenue fund for each constituent unit, such fund to be designated a revolving fund and credited with income earned by the fund;

that, in recognition of the vital importance of ensuring open access to those students in need of financial assistance, commensurate increases in student financial aid shall be provided as this policy is implemented;

that the use of required student fees should be limited eventually to the financing of non-educational student support services and programs including, but not limited to, residence and dining hall maintenance and operation, intercollegiate athletics, student union (or student center) maintenance and operation, and health services.

that a careful and definitive analysis be made of the excluded fringe benefits and other expenditures appropriated to central state agencies for re-allocation to higher education agencies, with the understanding that the Board's policy on student tuition and fees may be amended on the basis of that analysis.

79-C35-B
Adopted
7/26/79

TABLE D-1

COMPARISONS OF THE 1976-1977 CHE INVENTORY AND THE 1978-1979 BHE SURVEY:
A SUMMARY OF ADDITIONS AND DELETIONS OF ACADEMIC PROGRAMS IN CONNECTICUT

Institution	1976-77 CHE Inventory								1978-79 BHE Survey								Programs Added								Programs Deleted							
	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D
Albertus Magnus College	22			22					37		13	24					15		13	2					-							
Annhurst College	20			20					22		1	21					5		1	4					3			3				
Asnuntuck Community College	22		22						35	14	21						15	14	1						2		2					
Board for State Academic Awards	1		1						2		1	1					1			1					-							
Bridgeport Engeering Institute	4		2	2					4		2	2					-								-							
Central Conn. State College	78			44	33	1			73			45	27	1			4			3	1				9			2	7			
Connecticut College	56			42	14				57			45	12				4			4					3			1	2			
Eastern Conn. State College	18		2	14	2				25		2	18	5				7			4	3				-							
Fairfield University	62			31	16	15			63			30	17	16			3			1	1	1			2			2				
Greater Hartford C. C.	21	8	13						23	9	14						2	1	1						-							
Hartford College for Women	2		2						2		2						-								-							
Hartford Graduate Center	13				13				9				9				-								4				4			
Hartford Seminary Foundation	3				1		1	1	3				1		1	1	-								-							
Hartford State Tech. College	14	4	10						10	1	9						-								4	3	1					
Holy Apostles College	4			4					7		1	4			2		3		1				2		-							
Housatonic Community College	33	8	25						33	8	25						5	5							5	5						
Manchester Community College	43	13	30						41	12	29						5	2	3						7	3	4					
Mattatuck Community College	23	5	18						24	5	19						1		1						-							
Middlesex Community College	20	1	19						19	1	18						-								1		1					
Mitchell College	10		10						13		13						4		4						1		1					
Mohegan Community College	18	8	10						18	8	10						-								-							
Mt. Sacred Heart College	3		3						1		1						-								2		2					
Northwestern Conn. C. C.	22	3	19						31	3	28						9		9						-							
Norwalk Community College	23	5	18						25	6	19						2	1	1						-							

TABLE D-1

COMPARISONS (continued)

Institution	1976-77 CHE Inventory								1978-79 BHE Survey								Programs Added								Programs Deleted							
	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D	Total	C	A	B	M	6	P	D
Norwalk State Tech. College	14		14						13	2	11						2	2							3		3					
Post College	17		16	1					20		17	3					6		4	2					3		3					
Quinebaug Valley C. C.	8		8						8		8						-								-							
Quinnipiac College	52		12	38	2				66	1	15	44	6				15	1	3	7	4				1			1				
Sacred Heart University	23		7	16					33		8	22	3				10		1	6	3				-							
St. Alphonsus College	1			1					1			1					-								-							
St. Basils College	1			1					1			1					-								-							
St. Joseph College	53			23	16	14			53			26	15	12			6			3	2	1			6				3	3		
St. Thomas Seminary	2		2						2		2						-								-							
South Central Community Colleg	17	1	16						19	3	16						2	2							-							
Southern Conn. State College	77			33	36	8			79		1	34	36	8			5		1	1	1	2			3				1	2		
Thames Valley State Tech. Col.	10	2	8						12	3	9						2	1	1						-							
Trinity College	49			31	11	7			42			31	8	3			2				2				9				5	4		
Tunxis Community College	17		17						19	10	9						10	10							8		8					
U.S. Coast Guard Academy	9			9					9			9					-								-							
University of Bridgeport	125	2	10	66	40	7			170	10	14	94	42	9	1		53	8	5	33	4	2	1		8		1	5	2			
University of Connecticut	264	4		77	84	14	3	82	349		3	96	103	20	3	124	111		3	25	23	9		51	26	4		6	4	3		9
University of Hartford	122		13	52	44	12		1	127		13	54	47	12		1	5			2	3				-							
University of New Haven	75		17	45	13				86		17	49	20				18		2	8	8				7		2	4	1			
Waterbury State Tech. College	9	2	7						9	1	8						2		2						2	1	1					
Wesleyan University	47			32	10			5	48			32	11			5	4			1	3				3			1	2			
Western Conn. State College	41		3	26	10	2			54		3	36	13	2			13			10	3				-							
Yale University	161			54	56		3	48	163			60	55		5	43	27			11	8		2	6	25			5	9			11
Totals	1729								1960								378								147							

C - certificate or less than 2 years
A - associate's degree
B - bachelor's degree
M - master's degree
6 - sixth year certificate
P - first professional degree
D - doctorate

TABLE D-2

PROGRAM DISTRIBUTION REPORT: CONNECTICUT COLLEGES AND UNIVERSITIES

BACHELOR'S AND MASTER'S PROGRAMS

	Bachelor's Offerings		Master's Offerings	
Academic Subdivision	Public	Independent	Public	Independent
Agriculture and Natural Resources	8	-	7	1
Architecture and Environmental Design	-	3	-	3
Area Studies	2	25	2	4
Biological Sciences	11	25	20	14
Business and Management	17	58	5	29
Communications	6	9	-	4
Computer & Info. Sciences	2	11	1	7
Education	52	69	70	64
Engineering	7	25	10	16
Fine and Applied Arts	27	71	7	14
Foreign Languages	17	43	11	12
Health Professions	8	25	8	7
Home Economics	4	4	2	-
Law	-	-	-	1
Letters	12	50	12	18
Library Science	4	-	1	-
Mathematics	9	15	5	6
Military Science	-	-	-	-
Physical Sciences	13	35	11	13
Psychology	5	15	6	17
Public Affairs & Services	4	13	4	8
Social Sciences	29	66	15	22
Theology	-	1	-	5
Interdisciplinary Studies	5	32	2	6
NUMBER OF INSTITUTIONS OFFERING PROGRAMS AT THIS LEVEL	6	19	5	14

ONE-YEAR CERTIFICATE AND TWO-YEAR ASSOCIATE DEGREE PROGRAMS

	Certificate Offerings		Associate Offerings	
Academic Subdivision	Public	Independent	Public	Independent
Business & Commerce Tech.	47	13	91	48
Data Processing Technologies	4	-	12	3
Health Services and Paramedical Technologies	3	4	22	12
Mechanical and Engineering Technologies	9	-	36	12
Natural Science Technologies	-	-	9	5
Public Service Related Tech.	18	-	61	14
Arts and Sciences or General Curriculums	9	-	47	22
NUMBER OF INSTITUTIONS OFFERING PROGRAMS AT THIS LEVEL	17	3	22	15

Source: The 1978-79 Board of Higher Education Inventory of Academic Programs as of 6/30/79.

TABLE D-3

AN EXAMPLE OF PROGRAM SPECIALIZATIONS
AT CONNECTICUT STATE COLLEGES IN
BACHELOR'S AND MASTER'S DEGREE PROGRAMS*

CENTRAL CONN. STATE COLLEGE	SOUTHERN CONN. STATE COLLEGE	WESTERN CONN. STATE COLLEGE	EASTERN CONN. STATE COLLEGE
Bachelor's	Bachelor's	Bachelor's	Bachelor's
Eastern Asian Studies	(Biology)-Biochemistry	(Business)	Environmental Earth Science
Secretarial Studies	Computer Science	Music	Physical Education for the Elementary School
Business	Special Education	Dramatic Arts	
Computer Science	Speech Correction	Tech. Media in Arts	
School Nurse Teacher	Health Education	Nursing	
Education & Multiple Handicapped	Art and Art History	Medical Technology	
Distributive Education	Social Work	(Biology)	
Industrial Arts	Recreation	Law Enforcement	
Industrial Engineering Tech.	Geography		
Applied Mathematics	(Foreign Languages)		
Anthropology	Political Science		
Geography	Sociology		
Master's	Master's	Master's	Master's
East Asian Studies	Biology	Business Administration	None
International Studies	Education Administration	Oceanography & Limnology	
Distributive Education	Speech Pathology & Audiology		
Industrial Arts	Teacher of the Deaf		
Educational Media	Health Education		
Physics	Driver & Safety Education		
Community Psychology	Recreation		
Geography	Economics		
English as a Foreign Language	Geography		
Language Arts	Foreign Languages		
	Library Science		
	Instructional Media		
	Political Science		
	Sociology		
	Urban Education		

* Based upon programs currently licensed by the Board.

TABLE E-1

OPENING FALL ENROLLMENTS, 1978
Showing Total Number of Students, by Level, in all Programs
INDEPENDENT COLLEGES

FOUR-YEAR COLLEGES AND UNIVERSITIES	FULL-TIME UNDERGRADUATE			FULL-TIME GRADUATE			PART-TIME UNDERGRADUATE			PART-TIME GRADUATE			UNCLASSIFIED AND OTHER	TOTAL ENROLLMENT
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total		
Albertus Magnus College	0	352	352	0	0	0	1	56	57	0	0	0	147	556
Annhurst College	78	231	309	0	0	0	1	9	10	0	0	0	27	346
Bridgeport Eng. Inst.	0	0	0	0	0	0	434	21	455	0	0	0	0	455
Connecticut College	650	977	1,627	12	11	23	32	87	119	7	28	35	84	1,888
Fairfield Univ.	1,466	1,364	2,830	32	54	86	274	524	798	291	699	990	0	4,704
Hartford Grad. Ctr.	0	0	0	20	9	29	0	0	0	890	213	1,103	0	1,132
Hartford Seminary	0	0	0	48	7	55	0	0	0	0	0	0	0	55
Holy Apostles College	32	1	33	8	0	8	2	7	9	0	0	0	23	73
Post College	321	500	821	0	0	0	259	366	625	0	0	0	0	1,446
Quinnipiac College	854	1,393	2,247	4	1	5	500	721	1,221	124	117	241	87	3,801
Sacred Heart Univ.	536	644	1,180	0	0	0	537	970	1,507	161	64	225	121	3,033
Saint Alphonsus College	35	0	35	0	0	0	5	0	5	0	0	0	15	55
Saint Basil's College	10	0	10	0	0	0	0	0	0	0	0	0	0	10
Saint Joseph College	1	656	657	10	19	29	3	104	107	32	276	308	108	1,209
Trinity College	931	711	1,642	1	0	1	45	79	124	162	128	290	23	2,080
Univ. of Bridgeport	1,519	1,775	3,294	253	89	342	603	1,255	1,858	1,111	965	2,076	0	7,570
Univ. of Hartford	2,230	1,707	3,937	259	162	421	1,378	1,572	2,950	1,432	990	2,422	0	9,730
Univ. of New Haven	1,782	617	2,399	96	28	124	1,992	834	2,826	1,410	497	1,907	0	7,256
Wesleyan Univ.	1,342	1,161	2,503	0	0	0	0	0	0	127	145	272	59	2,834
*Yale Univ.	3,203	2,028	5,231	2,693**	1,582**	4,275	0	0	0	127**	75**	202	0	9,708
Subtotal	14,990	14,117	29,107	3,436	1,962	5,398	6,066	6,605	12,671	5,874	4,197	10,071	694	57,941
TWO-YEAR COLLEGES														
Hartford College for Women	0	152	152	0	0	0	0	42	42	0	0	0	4	198
Mitchell College	285	153	438	0	0	0	144	202	346	0	0	0	0	784
Mount Sacred Heart Coll.	0	19	19	0	0	0	0	0	0	0	0	0	0	19
St. Thomas Seminary	27	0	27	0	0	0	0	0	0	0	0	0	101	128
Subtotal	312	324	636	0	0	0	144	244	388	0	0	0	105	1,129
Total Ind. Colleges	15,302	14,441	29,743	3,436	1,962	5,398	6,210	6,849	13,059	5,874	4,197	10,071	799	59,070
Total Pub. Supported	22,455	22,473	44,928	1,945	1,624	3,569	12,425	14,604	27,029	2,981	4,134	7,115	11,999	94,640
GRAND TOTAL	37,757	36,914	74,671	5,381	3,586	8,967	18,635	21,453	40,088	8,855	8,331	17,186	12,798	153,710

*Yale's figures are within 1% total
**Men and women figures are estimated. Totals are within 1% total

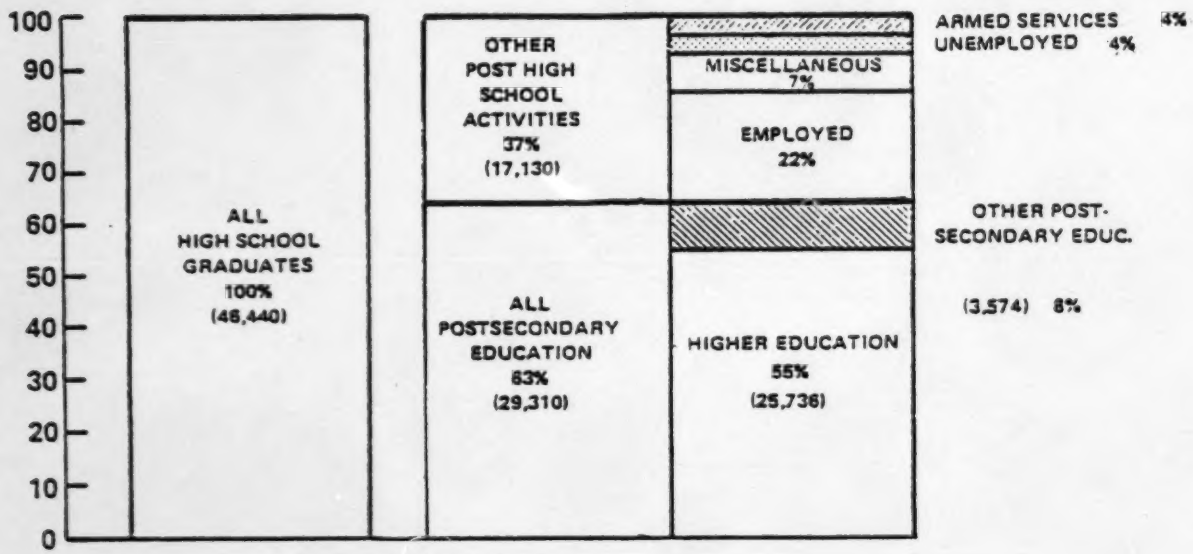
TABLE E-1

OPENING FALL ENROLLMENTS, 1978
Showing Total Number of Students, by Level, in all Programs
PUBLICLY SUPPORTED COLLEGES

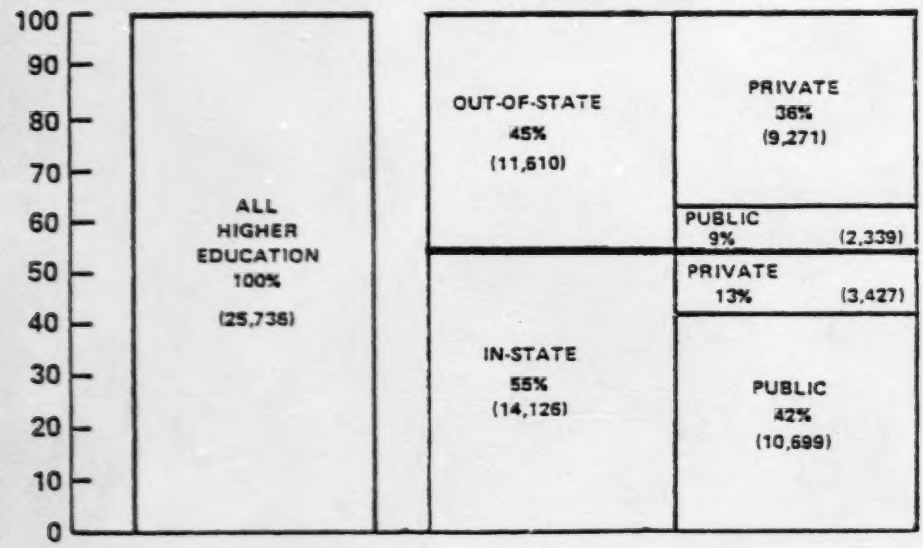
CONNECTICUT PUBLIC SYSTEM	FULL-TIME UNDERGRADUATE			FULL-TIME GRADUATE			PART-TIME UNDERGRADUATE			PART-TIME GRADUATE			UNCLASSIFIED AND OTHER	TOTAL ENROLLMENT
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total		
Univ. of Connecticut														
Storrs, Main Campus	5,913	5,560	11,473	1,307	1,077	2,384	275	308	583	1,378	914	2,292	1,607	18,339
Groton	209	116	325	0	0	0	7	13	20	0	0	0	71	416
Hartford	503	310	813	0	0	0	23	25	48	0	0	0	92	953
Stamford	298	181	479	0	0	0	28	73	101	0	0	0	290	870
Torrington	79	71	150	0	0	0	5	14	19	0	0	0	30	199
Waterbury	327	186	513	0	0	0	16	5	21	0	0	0	38	572
UConn Health Center	0	0	0	403	124	527	0	0	0	0	0	0	0	527
Subtotal	7,329	6,424	13,753	1,710	1,201	2,911	354	438	792	1,378	914	2,292	2,128	21,876
STATE COLLEGES														
Central	3,572	2,925	6,497	65	81	146	1,602	1,238	2,840	652	1,298	1,950	0	11,433
Eastern	991	1,189	2,180	0	4	4	168	252	420	88	233	321	0	2,925
Southern	2,324	4,003	6,327	162	324	486	97	195	292	407	989	1,396	3,304	11,805
Western	1,175	1,482	2,657	8	14	22	349	530	879	456	700	1,156	782	5,496
Subtotal	8,062	9,599	17,661	235	423	658	2,216	2,215	4,431	1,603	3,220	4,823	4,086	31,659
REGIONAL COMMUNITY COLLEGES														
Asnuntuck	54	106	160	0	0	0	371	428	799	0	0	0	672	1,631
Greater Hartford	245	468	713	0	0	0	695	1,616	2,311	0	0	0	0	3,024
Housatonic	376	445	821	0	0	0	446	535	981	0	0	0	1,068	2,870
Manchester	843	1,087	1,930	0	0	0	1,035	1,525	2,560	0	0	0	1,711	6,201
Mattatuck	602	1,109	1,711	0	0	0	551	1,375	1,926	0	0	0	0	3,637
Middlesex	379	511	890	0	0	0	385	473	858	0	0	0	711	2,459
Mohegan	258	418	676	0	0	0	549	862	1,411	0	0	0	25	2,112
Northwestern Conn.	268	361	629	0	0	0	574	1,301	1,875	0	0	0	0	2,504
Norwalk	441	521	962	0	0	0	466	708	1,173	0	0	0	1,072	3,207
Quinebaug Valley	61	67	128	0	0	0	158	223	381	0	0	0	241	750
South Central	374	510	884	0	0	0	361	765	1,126	0	0	0	0	2,010
Tunxis	359	440	799	0	0	0	863	1,275	2,138	0	0	0	0	2,937
Subtotal	4,260	6,043	10,303	0	0	0	6,453	11,086	17,539	0	0	0	5,500	33,342
STATE TECHNICAL COLLEGES														
Greater New Haven	53	13	66	0	0	0	330	89	419	0	0	0	0	485
Hartford	651	78	729	0	0	0	461	48	509	0	0	0	0	1,238
Norwalk	523	71	594	0	0	0	856	233	1,089	0	0	0	0	1,683
Thames Valley	314	75	389	0	0	0	1,137	337	1,474	0	0	0	0	1,863
Waterbury	423	101	524	0	0	0	618	158	776	0	0	0	285	1,585
Subtotal	1,964	338	2,302	0	0	0	3,402	865	4,267	0	0	0	285	6,854
SUPPORTED BY FEDERAL GOV'T														
U.S. Coast Guard	840	69	909	0	0	0	0	0	0	0	0	0	0	909
Total Publ. Supported	22,455	22,473	44,928	1,945	1,624	3,569	12,425	14,604	27,029	2,981	4,134	7,115	11,999	94,640
Total Ind. Colleges (from Table E-16)	15,302	14,441	29,743	3,436	1,962	5,398	6,210	6,849	13,059	5,874	4,197	10,071	799	59,070
GRAND TOTAL	37,757	36,914	74,671	5,381	3,586	8,967	18,635	21,453	40,088	8,855	8,331	17,186	12,798	153,710

TABLE E-2

DISTRIBUTION BY NUMBER AND PERCENT
OF 1977 CONNECTICUT HIGH SCHOOL GRADUATES



1977 CONNECTICUT HIGH SCHOOL GRADUATES CONTINUING IN HIGHER EDUCATION: DISTRIBUTION ACCORDING TO LOCATION OF INSTITUTION CHOSEN



APPENDIX F

UNIT OR INSTITUTIONAL GOVERNING BOARDS

MAJOR RESPONSIBILITIES, CURRENT AND PROPOSED*

1. Awarding of appropriate degrees;
2. Administrative oversight of institutions and programs and program coordination of institutions within the constituent unit;
3. Approval of new academic program and degree proposals and departmental and program name changes;
4. Budget development for institutions and unit;
5. Fund allocations and transfers between accounts and institutions;
6. Personnel policies;
7. Collective bargaining;
8. Selection and appointment of institutional presidents;
9. Establishment of central office staff organization and the duties, terms and conditions of employment of that staff;
10. Hiring/firing of institutional and central office staff and faculty within contractual limits;
11. Approval of tenure appointments and multi-year contracts;
12. Facilities planning and capital budget proposals;
13. Maintenance and repairs of facilities;
14. Leases and use and occupancy agreements;
15. Establishment of student fees;
16. Administration and allocation of Extension and Auxiliary Services Funds;
17. Development of implementation plans for consolidated system within statutory framework;
18. Development of detailed mission statements and institutional specializations within statutory framework.

*Subject to state statute, administrative regulations, and BHE policies and review as applicable.

BOARD OF HIGHER EDUCATION

MAJOR RESPONSIBILITIES, CURRENT AND PROPOSED*

1. Determination of statewide policy for the public higher education system;
2. Coordination of programs and services throughout the public sector and between public and independent institutions including off-campus programs;
3. Consolidated budget preparation and presentation;
4. Budget policy oversight and accountability;
5. Capital budget preparation, including establishing statewide priorities, and preparing a consolidated five-year plan;
6. Master planning for higher and postsecondary education;
7. Enrollment planning;
8. External degree programs and counseling;
9. Student financial aid policy and administration of statewide scholarship program;
10. Federal program administration;
11. Information system development and maintenance;
12. Program planning approval;
13. Licensure and accreditation;
14. Review and approval of missions within the parameters established legislatively;
15. Review and approval of the implementation plans of the comprehensive systems;
16. Tuition and fee policy;
17. Liaison between the comprehensive systems and business and industry.

*Subject to state statute and administrative regulations as applicable.

APPENDIX G

PROCEDURES AND GUIDELINES FOR CAPITAL FUNDING ALLOCATIONS

The Board of Higher Education has a clear statutory mandate to establish capital budget priorities for higher education. At the time the Board was appointed in August, 1977, there were over $134 million in capital projects on the books, some of them authorized ten or more years ago, some of them clearly outmoded, many of them incapable of completion for the amount originally appropriated. The Board's Joint Subcommittee on Capital Projects spent several months reviewing this backlog with the constituent units to identify items that could clearly be eliminated as no longer feasible or necessary, and in April, 1978, the Board supported notification to the Legislative Finance Committee eliminating more than $12.2 million in prior authorizations.

In January, 1978, the Subcommittee recommended and the Board adopted $26 million in new capital authorization requests. All of these requests were subsequently authorized by the Legislature. At the same time, the Board endorsed for funding $53 million in major priority items identified by the units from those remaining in the backlog. More recently, in September, 1978, the Board adopted a FY 80 capital authorization request of $30.5 million while deferring another $75 million in unit requests. New capital needs projections by the constituent units postulate over $130 million in "unmet needs".

The nature and scale of this growing backlog of capital commitments and requests, their implications for future planning, organizational structure and costs, unaddressed needs for deferred maintenance, and the lack of a comprehensive statewide facilities plan are matters of continuing concern. Appropriate sequencing of authorized items for funding allocation and actual construction is a related dilemma. The Board is convinced of the importance of looking at capital construction for higher education in a concerted, non-fragmentary fashion and of communicating these concerns to the constituent units, the legislative leadership, the Governor's Office and the public.

In response to these concerns and to the request of the Office of Policy and Management for Board of Higher Education approval and priority advice on projects proposed for funding, the following review procedures and guidelines have been established and will be forwarded to the appropriate state offices:

Procedures

1. All higher education capital projects for which bonding allocations are requested regardless of any prior Board of Higher Education or Commission for Higher Education approvals or endorsements, will be reviewed by the Finance and Facilities Committee of the Board of Higher Education. Additional allocations needed to complete previously approved planning and design phases of a project shall not be subject to these Procedures and Guidelines. Every effort will be made to schedule this review at the first Committee meeting that is consistent with the provision of necessary backup material and adequate notice. Constituent units have been asked to notify the Board of Higher Education eight weeks ahead of requested Bonding Commission action, and to furnish a Capital Development Impact Statement as required in Executive Order #20.

2. The Committee will make a recommendation to the Board as to whether the proposed project should be (a) approved or reaffirmed for immediate funding, (b) deferred for a specified period (c) approved subject to some modification or stipulation, (d) disapproved for stated reasons. The Board will take prompt and appropriate action on the allocation request and recommendation of the Committee.

3. The Office of Policy and Management and the constituent unit involved will be informed of the Board's action.

Guidelines

The Board of Higher Education is concerned with maintaining as many options as possible for the long-term development and organization of higher education for the state. Studies currently underway on programs, enrollments, facilities, financial aid, budget procedures, and organization should make it increasingly possible to present planning alternatives closely tied to current and future needs. For these reasons, the Board wants to minimize capital commitments that would confine these options while avoiding delays in construction projects necessary for the continued effective operation and development of the state's educational system. This approach is consistent with the system's statutory goals.

The Finance and Facilities Committee and the Board will consider these commitments and the following information and factors in reviewing projects proposed for bonding allocation:

1. Historical context, rationale, and status of the project.
2. Current cost estimates.
3. Project goals and current justification.
4. Degree to which the proposed project
   - -- addresses critical hazards to the safety of students or staff.
   - -- preserves or extends the useful life of existing facilities.
   - -- enhances the effective use of institutional resources including staff, faculty, funds, facilities, and energy.
   - -- contributes to the stability or development of distressed urban areas. (Executive Order #20)
   - -- increases institutional capacity to offer programs of demonstrated need not otherwise available.
5. Current and projected enrollments in the program and campus involved.
6. Degree to which proposed project depends for its justification on the assumption of increased graduate or undergraduate enrollment in the program or campus involved.
7. Effect of the proposed project on the campus operating budget and future capital allocations.
8. Effect of the proposed project on the planning and reorganization options available to the Board of Higher Education.

TABLE H-1

APPENDIX H

SUMMARY OF TUITION AND REQUIRED FEES
CONNECTICUT INSTITUTIONS OF PUBLIC HIGHER EDUCATION
FY 80

STUDENT CHARGES	REGIONAL COMMUNITY COLLEGES FY 1980		STATE TECHNICAL COLLEGES FY 1980		STATE COLLEGES FY 1980	
	Resident	Out-of-State	Resident	Out-of-State	Resident	Out-of-State
Tuition	$250	$ 950	$305	$1,060	$ 390	$1,030
College Service Fee	84	84	-	-	-	-
Auxiliary Service Fee	-	-	12	12	-	-
State Colleges Fee	-	-	-	-	150	500
General Fee[1]	-	-	-	-	119- 155	119- 155
Student Activities Fee[1]	20	20	30	30	28- 60	28- 60
Lab Fee	-	-	30	30	-	-
SUBTOTALS	354	1,054	377	1,132	693- 727	1,683-1,717
Room[2]	-	-	-	-	625- 900	625- 900
Board[1]	-	-	-	-	650- 808	650- 808
TOTALS	$354	$1,054	$377	$1,132	$1,980-2,401	$2,970-3,391

STUDENT CHARGES	UNIVERSITY OF CONNECTICUT FY 1980		UCONN HEALTH CENTER FY 1980	
	Resident	Out-of-State	Resident	Out-of-State
Tuition	$ 540	$1,230	$1,000	$2,000
General University Fee	480	1,130	1,200	1,600
Student Activity Fee	28	28	-	-
SUBTOTALS	1,048	2,388	2,200	3,600
Room[2]	744- 974	744- 974	-	-
Board	748	748	-	-
TOTALS	$2,540-2,770	$3,880-4,110	$2,200	$3,600

[1]State colleges general and student activities fees and meal plans vary by institution.

[2]Room costs vary depending upon number of occupants.

TABLE H-2

COMPARATIVE TUITION AND REQUIRED FEES
NORTHEASTERN STATES

State	System Averages		
	Two-Year Institutions	State Colleges	State University
Maine	$350	--	$ 915
Vermont	560	$ 753	1,452
New Hampshire	501	946	1,250
Massachusetts	384	641	850
Connecticut	347	698	968
Rhode Island	432	684	1,069
New York	775	--	859
New Jersey	530	892	996
Pennsylvania	593	1,075	1,498
Delaware	504	440	988
Mean	$498	$766	$1,085
Median	$503	$725	$ 992
Connecticut	$347	$698	$ 968

Source: *Annual Undergraduate Tuition Charges and Enrollments of Institutions of Higher Education by State for Academic Year 1978-79*, State Higher Education Executive Officers Network, July 10, 1979.

CONNECTICUT INSTITUTIONS OF HIGHER EDUCATION

INDEPENDENT INSTITUTIONS

	PRESIDENT
ALBERTUS MAGNUS COLLEGE 700 Prospect Street New Haven 06511	Sr. Frances de Sales Heffernan
ANNHURST COLLEGE South Woodstock 06281	Sr. Helen Bonin (Acting)
BRIARWOOD COLLEGE 2279 Mt. Vernon Road Southington 06489	John LeConche
BRIDGEPORT ENGINEERING INSTITUTE 5229 Park Avenue P.O. Box 6459 Bridgeport 06606	William J. Owens
CONNECTICUT COLLEGE Route 32, North New London 06320	Oakes Ames
EDUCATION CENTER FOR HUMAN DEVELOPMENT 55 Elizabeth Street Hartford 06105	Robert D. Goodwin (Director)
FAIRFIELD UNIVERSITY North Benson Road Fairfield 06430	The Rev. Aloysius P. Kelley
HARTFORD COLLEGE FOR WOMEN 1265 Asylum Avenue Hartford 06105	Joan B. Davis
THE HARTFORD GRADUATE CENTER 275 Windsor Street Hartford 06120	Homer D. Babbidge, Jr.
HARTFORD SEMINARY FOUNDATION 55 Elizabeth Street Hartford 06105	The Rev. John Dillenberger
HOLY APOSTLES COLLEGE[1] 33 Prospect Hill Road Cromwell 06416	Very Rev. Leo J. Ovian, President-Rector
MITCHELL COLLEGE 437 Pequot Avenue New London 06320	Robert C. Weller
MT. SACRED HEART COLLEGE[1] 265 Benham Street Hamden 06514	Sr. Maria Consilia
POST COLLEGE 800 Country Club Road Waterbury 06708	Harold C. Harlow
QUINNIPIAC COLLEGE 445 New Road Hamden 06518	Richard A. Terry

SACRED HEART UNIVERSITY P.O. Box 6460 Bridgeport 06606	Thomas P. Melady
ST. ALPHONSUS COLLEGE[1] Suffield 06078	The Very Rev. George Kraveney
ST. BASIL'S COLLEGE[1] 195 Glenbrook Road Stamford 06902	The Most Rev. Basil H. Losten, S.T.D.
ST. JOSEPH COLLEGE 1678 Asylum Avenue West Hartford 06117	Sr. Mary Consolata
ST. THOMAS SEMINARY[1] 467 Bloomfield Avenue Bloomfield 06002	The Rev. John Kiely
TRINITY COLLEGE Summit Street Hartford 06106	Theodore Davidge Lockwood
UNIVERSITY OF BRIDGEPORT 219 Park Avenue Bridgeport 06602	Leland Miles
UNIVERSITY OF HARTFORD 200 Bloomfield Avenue West Hartford 06117	Stephen Joel Trachtenberg
UNIVERSITY OF NEW HAVEN 300 Orange Avenue West Haven 06516	Phillip S. Kaplan
WESLEYAN UNIVERSITY Middletown 06457	Colin G. Campbell
YALE UNIVERSITY New Haven 06520	A. Bartlett Giamatti

PUBLIC INSTITUTIONS

UNITED STATES COAST GUARD ACADEMY Mohegan Avenue New London 06320	Rear Adm. Malcolm E. Clark (Superintendent)
BOARD FOR STATE ACADEMIC AWARDS 340 Capitol Avenue Hartford 06115	Bernard Shea (Executive Director)
UNIVERSITY OF CONNECTICUT Storrs 06268 Groton 06340 West Hartford 06117 Stamford 06903 Torrington 06790 Waterbury 06710	John A. DiBiaggio

State Colleges

CENTRAL CONNECTICUT STATE COLLEGE 1615 Stanley Street New Britain 06050	F. Don James
EASTERN CONNECTICUT STATE COLLEGE 83 Windham Street Willimantic 06226	Charles R. Webb
SOUTHERN CONNECTICUT STATE COLLEGE 501 Crescent Street New Haven 06515	Manson Van B. Jennings
WESTERN CONNECTICUT STATE COLLEGE 181 White Street Danbury 06810	Robert M. Bersi

Regional Community Colleges

ASNUNTUCK COMMUNITY COLLEGE P.O. Box 68 Enfield 06082	Daniel R. McLaughlin
GREATER HARTFORD COMMUNITY COLLEGE 61 Woodland Street Hartford 06105	Arthur C. Banks, Jr.
HOUSATONIC COMMUNITY COLLEGE 510 Barnum Avenue Bridgeport 06603	Vincent S. Darnowski
MANCHESTER COMMUNITY COLLEGE 60 Bidwell Street Manchester 06040	
MATTATUCK COMMUNITY COLLEGE 750 Chase Parkway Waterbury 06708	Charles B. Kinney
MIDDLESEX COMMUNITY COLLEGE 100 Training Hill Road Middletown 06457	Robert A. Chapman
MOHEGAN COMMUNITY COLLEGE Mahan Drive Norwich 06360	Robert N. Rue
NORTHWESTERN CONNECTICUT COMMUNITY COLLEGE Park Place Winsted 06098	Regina M. Duffy
NORWALK COMMUNITY COLLEGE 333 Wilson Avenue Norwalk 06854	Everett I.L. Baker
QUINEBAUG VALLEY COMMUNITY COLLEGE P.O. Box 59 Danielson 06239	Robert E. Miller

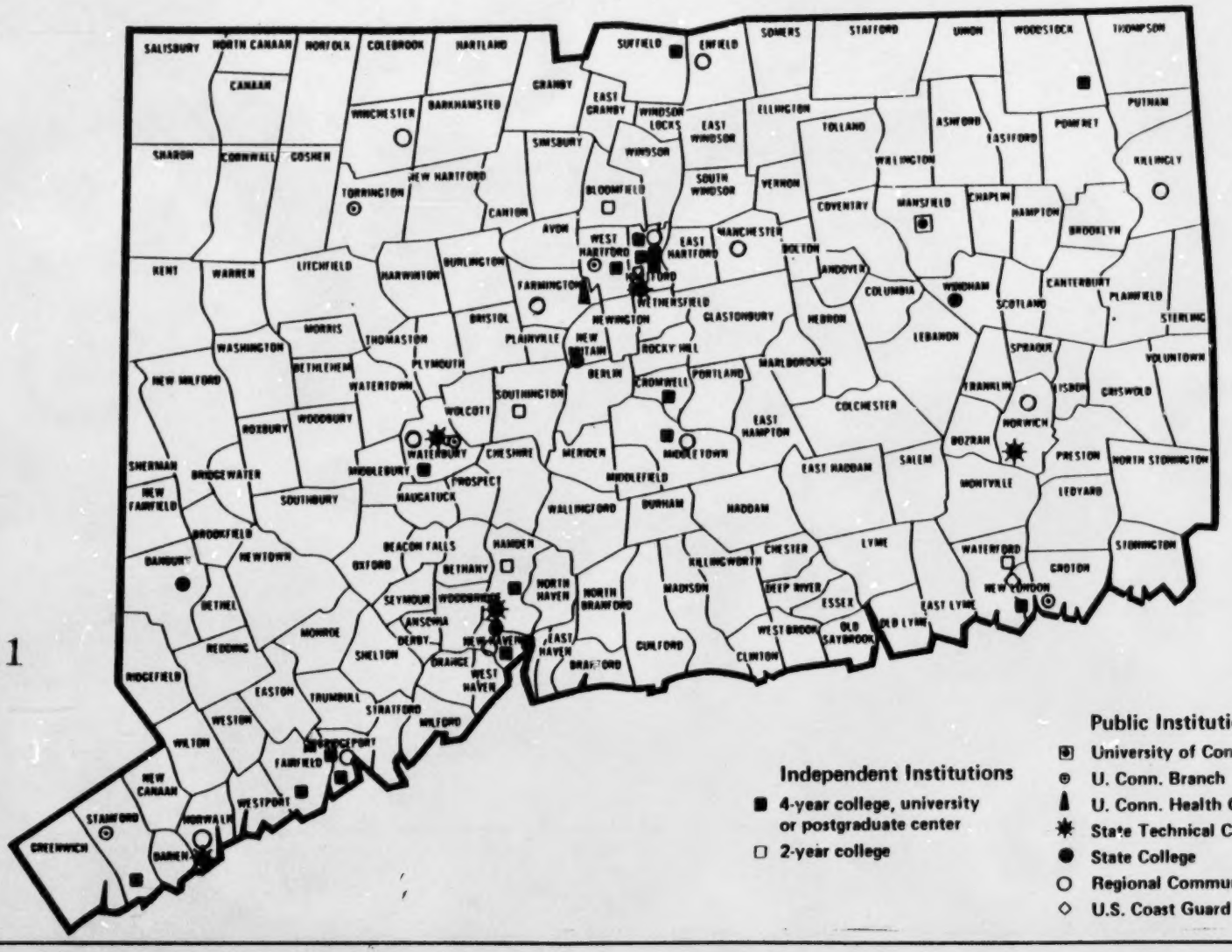
SOUTH CENTRAL COMMUNITY COLLEGE 60 Sargent Drive New Haven 06511	Richard M. Turner III
TUNXIS COMMUNITY COLLEGE P.O. Box 159 Farmington 06032	Benjamin C. Davis

State Technical Colleges

GREATER NEW HAVEN STATE TECHNICAL COLLEGE 71 Jones Road Hamden 06514	Thomas J. Sullivan
HARTFORD STATE TECHNICAL COLLEGE 401 Flatbush Avenue Hartford 06106	
NORWALK STATE TECHNICAL COLLEGE 181 Richards Avenue Norwalk 06854	Pasquale A. Marino
THAMES VALLEY STATE TECHNICAL COLLEGE 574 New London Turnpike Norwich 06360	Robert Jensen, (Acting)
WATERBURY STATE TECHNICAL COLLEGE 1460 West Main Street Waterbury 06708	Kenneth W. Fogg

institutions in which the primary course of study is education for religious life.

CONNECTICUT INSTITUTIONS OF HIGHER EDUCATION



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Independent Institutions

- ■ 4-year college, university or postgraduate center
- □ 2-year college

Public Institutions

- ⊞ University of Connecticut
- ⊕ U. Conn. Branch
- ▲ U. Conn. Health Center
- ✸ State Technical College
- ● State College
- ○ Regional Community College
- ◇ U.S. Coast Guard Academy